

# Social Security Bulletin

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## Social Security in Review

THE PRESIDENT transmitted to Congress on March 10 a comprehensive report of the National Resources Planning Board on security, work, and relief policies, with recommendations for extension and modification of measures for public aid, in which are included social insurance, public assistance, and public services.<sup>1</sup>

The Planning Board recommended, as policy objectives, increasing emphasis on prevention of economic insecurity through fuller utilization of productive resources, including labor, and more comprehensive measures to improve health; Government provision of work for adults for whom private industry cannot provide jobs; appropriate measures to equip young persons to assume "full responsibilities of citizenship"; the assurance of basic minimum security through social insurance; establishment of a "comprehensive underpinning general public-assistance system," on the basis of need; and as wide and rapid expansion as possible of the social services necessary for the health, welfare, and efficiency of the whole population. In addition to recommending general objectives, the report urges the consistent application to all the programs of certain general administrative and financial principles which are outlined in some detail.

Specific recommendations included maintenance of a Federal work agency on a permanent basis, for developing and operating highly flexible work programs, to provide jobs for persons whose unemployment is likely to be of long duration. Eligibility for these programs would not be based on need. Conditions of work and wage rates should parallel as closely as possible those prevailing in private employment. The major responsibility for financing and administration would be Federal, with close collaboration with State and local agencies. Federal financial aid, it is believed,

is necessary also to assure educational opportunity for young persons beyond the compulsory school age, and for work programs for young people with special emphasis on educational aspects and on the inculcation of work habits and disciplines and familiarity with the use of a variety of tools.

In the field of social insurance, the Planning Board recommended development of a system to provide "at least partial compensation for loss of income attributable to permanent or temporary disability." The Federal-State unemployment compensation system should be replaced by a wholly Federal administrative organization and should be strengthened in various ways. Coverage should be extended to seamen, employees of nonprofit organizations, and employees of firms employing one worker or more, with consideration of methods to include domestic, agricultural, and other low-paid employments. The maximum duration of benefits should be extended to 26 weeks, and benefit amounts should be such that the vast majority of beneficiaries would not need, during a 26-week period, to ask supplementary public aid; "dependents' allowances would be a first step in this direction." There should be a single national unemployment fund, part of it drawn from general tax sources, and experience rating should be abolished. If the system is not placed on a national basis, a reinsurance system accompanied by Federal standards for eligibility, duration, and amount of benefit is recommended.

For old-age and survivors insurance, the Planning Board likewise recommends extension of coverage to employees of nonprofit organizations and to additional groups "as rapidly as it can be demonstrated that they will receive adequate or significant benefits from the system." There should be continuing study of revising the benefit formula to make it possible for the vast majority of covered workers to qualify for benefits and to provide "significant" monthly benefits to a larger

<sup>1</sup> For a statement of general objectives of the Social Security Board in the field of social security, see an excerpt from the Board's Seventh Annual Report in this issue, pp. 5-10.

proportion of the low-paid and irregularly employed workers. The general principle of a governmental contribution to the costs of the program should be specifically embodied in legislation.

The major recommendation in the field of public assistance is a comprehensive program of general assistance, sustained by Federal grants-in-aid on a basis reflecting State differences in need and fiscal capacity; States in turn should distribute Federal and State funds among their subdivisions on a similar variable basis. Costs of assistance to persons with less than a year's residence in the State should be wholly Federal, and general assistance to all recipients should be administered in accordance with general standards adopted under rules and regulations of the Social Security Board relating to adequacy of aid and methods of payment. The variable-grant principle should likewise be adopted for Federal grants for the special types of assistance, with a similar variable basis for the State's distribution of Federal and State funds within its borders. Aid should be provided specifically for the mothers in families receiving aid to dependent children, and grants under this program should be comparable in adequacy to those for the aged and the blind.

Among the recommendations dealing with the public social services the report declares that public services essential to the health, education, and welfare of the population should be available throughout the country, particularly in disadvantaged areas, and finds it "essential that public provision be made for meeting the needs of our people for more adequate medical care. Toward this end the Federal Government should stimulate, assist, or undertake constructive action to provide such care for the millions of our people whose need cannot be fully met from their own resources." Free school lunches should be provided for all school children.

Under "general administrative arrangements," the Planning Board recommends extension of the merit system "upward, downward, and outward" for all personnel in the field of public aid. In each community there should be a central information office to inform applicants of the availability of community resources, public and private. Administration of all public assistance programs in a locality (and also in a State) should be the responsibility of a single agency, which thus would serve as the channel of access

to programs where eligibility is based on need. Access to all programs for employment or training would be through the public employment office. Federalization of the employment service should be continued as a permanent policy, and the permanent program should continue development of "an intimate knowledge of the labor market, mechanisms for interstate exchange of labor, vocational guidance and counseling, as well as its activities in the administration of unemployment compensation . . . ."

The Federal Security Agency, the Planning Board recommends, should have the status of an executive department and its administrator that of a Cabinet member. "The agency should be vested with primary and continuing responsibility for promoting and safeguarding the general welfare, health, and education of the people." A national advisory body should be established to study and advise the President, the Congress, and the country on the over-all operation of public aid policies and programs. Similar advisory bodies, composed of representatives of public and private agencies and of the public, should be established at the State level to consider needs for public aid in relation to community resources, public and private. The Planning Board urges, in general, greater participation in all appropriate aspects of the public aid program.

**THE DOWNWARD TREND IN UNEMPLOYMENT BENEFIT** payments which has continued since July 1942 was reversed in January, when benefit payments—\$12.2 million—rose 5.6 percent above the December level. A year ago, when priorities and conversion of industries to war production had caused lay-offs in some of the highly industrialized States, January payments were almost double those for December. A December-January rise in benefit payments is normal in the unemployment compensation program, because of seasonal reductions in such industries as canning, construction, lumbering, and retail trade, and because many claimants begin their benefit year during this month. The smallness of the increase this January indicates that a fairly large proportion of the unemployed workers must have been re-employed during their waiting period or shortly thereafter, since there was an actual decrease in the number of compensable claims received despite an increase of 10 percent in initial claims from

December to January and of 13 percent from November to December. In the District of Columbia, New Mexico, Louisiana, Ohio, and Oregon, for example, benefit payments decreased in amount although increases in initial claims ranged from 37 to 90 percent.

The January rise in the number of weeks of unemployment compensated was proportionately less than that in benefit payments; the January figure—954,500 man-weeks—was 4.6 percent above that in December but 73 percent below the number in January 1942. Some 322,600 different individuals received at least one benefit check during the month, one-fifth more than in December but only one-fourth the number a year ago. These benefit recipients, it is estimated, represented about 16 percent of the total number of unemployed persons in the labor force; in November and December the proportion had been about 13 percent.

**MONTHLY OLD-AGE AND SURVIVORS INSURANCE** benefits were in force at the end of December for 692,000 beneficiaries, at a total monthly amount of \$12.6 million. Both the number of beneficiaries and the amount of payments increased 2 percent from November and 43 percent from December 1941. The proportion of all benefits that are in suspension continued to increase very slightly, from 10.6 percent in November to 10.8 percent; in December 1941 the proportion was 6.8 percent. On the basis of preliminary estimates, \$11.6 million was certified in January for 621,000 monthly beneficiaries—\$6.3 million for primary, \$1.1 million for supplementary, and \$4.2 million for survivor beneficiaries.

**THE DECREASE IN TOTAL EXPENDITURES** for public assistance and for earnings under Federal work programs which began in April 1942 continued during January for all programs. The \$95.6 million expended was 5 percent less than in December, 41 percent less than in January 1942, and 69 percent below the all-time peak in January 1934. The special types of public assistance accounted for 70 percent of all expenditures in January 1943 as against 39 percent a year earlier.

The number of recipients and of persons employed also decreased from December for all programs except the NYA student work program, which represented only 1 percent of the total

amount expended. The number of recipients of old-age assistance declined for the seventh consecutive month; the number of families receiving aid to dependent children decreased for the tenth consecutive month; the number of recipients of aid to the blind, on the other hand, had declined in 3 of the last 4 months only. A 3-percent decrease from December in the number of cases receiving general assistance completed a full year's uninterrupted decline amounting to 389,000 cases or 46 percent. As activities were further curtailed in the process of liquidating the WPA program, the number of persons employed dropped 19 percent from December and 75 percent from January a year ago.

**THE INCREASING DEMANDS** for employment of women in war industry has raised questions on the effects of wartime employment on families receiving aid to dependent children. While the transfer of mothers of young children to the labor market may increase the woman power in war industries, it may be queried whether the employment of such women in industry represents an economic asset. When, for example, the children are ill, they are as a rule cared for in their own homes; if the mother is employed she must usually either stay away from her job or neglect the sick child. Even in normal circumstances, the time required for domestic responsibilities is limited, and the working mother must either neglect her home or make inroads on her physical resources. If, on the other hand, a substitute for the mother's care is obtained, a considerable portion of the time of some other responsible adult may be required, sometimes one whose service to the Nation is even more urgently needed than that of the mother, especially if the latter is untrained. After more than three years of war, some British authorities are seriously questioning the economic results of employment in industry of mothers with young children.

The policy statement of the War Manpower Commission in its Directive IX of August 12, 1942, recognizes the problem and declares, "the decision as to gainful employment should in all cases be an individual decision made by the woman herself in the light of the particular condition prevailing in her home." Public assistance agencies, by assistance and other services, are attempting to help the mother of children receiving aid to dependent children arrive at a decision that

will best meet her own needs and those of her children.

In a statement issued on January 29, the Social Security Board recommended against any policy of denying or withdrawing aid to dependent children as a method of bringing pressure upon women with young children to accept employment in industry. Public assistance recipients should not, the Board believes, be subjected to

undue pressure and receive different treatment from that given other persons in the community merely by reason of the fact that they are in receipt of public assistance. In most cases of aid to dependent children, children are already deprived of the care of one parent, and therefore need the protection and personal supervision of the available parent even more than children not receiving aid under the Social Security Act.

# Extending the Social Security Program\*

THE SOCIAL SECURITY PROGRAM established by the Congress in 1935 was envisaged as a foundation upon which more comprehensive provisions could be based as and when need for them was shown and feasibility demonstrated. In its regular and special reports to the Congress, the Social Security Board has outlined, in accordance with its legislative mandate, the directions in which it believed further action should lie. A major step was taken in the Social Security Act Amendments of 1939 when, with the provision of survivors insurance and of benefits to certain dependents of retired workers, the emphasis of old-age and survivors insurance was placed on family needs rather than primarily on those of the individual aged worker.

Other major questions raised by the Board on the development of social insurance have related to the extension of coverage of the Federal old-age and survivors insurance program to employment excluded at the beginning for practical considerations, notably agricultural labor, domestic service in private homes, services for nonprofit organizations, public employment, and self-employment; a similar extension of unemployment insurance protection to appropriate groups of employees now excluded; and the application of social insurance to the serious social risks arising from temporary and chronic disability among workers and their families. In the field of assistance, the Board has been impressed with the differences which have developed from the varying economic capacity of the States to provide funds for Federal matching and the resulting large differences among the States in the levels of aid given to persons in substantially similar circumstances. Experience also has shown the limitations, in relation to the needs of families with dependent children, imposed by present restrictions on Federal matching for this program to payments which do not exceed \$18 a month for the first child and \$12 a month for each other child aided in the same home. It has also been clear that inadequacy of State and local resources for general assistance, in which there is no Federal participation, has resulted in some areas in severe hardships among persons who were outside the special groups aided under the Social

Security Act and were not employed on Federal work programs.

The current significance of social security extension was outlined briefly by the President shortly after the attack at Pearl Harbor in his budget message of January 5. Declaring that he opposed use of pay-roll taxes as a method of war finance "unless the worker is given his full money's worth in social security," the President said that to carry out the long-contemplated extension of the coverage and scope of the program would "advance the organic development of our social security system and at the same time contribute to the anti-inflationary program." The additional contributions, he pointed out, would help absorb present purchasing power while building up reserves for post-war contingencies. The President also indicated his sympathy with amendment of the Social Security Act to modify the Federal matching grants for assistance to accord with the needs of the various States.

Experience in subsequent months has underscored the urgency of the problems to which the President called attention. All official estimates have shown a widening "inflationary gap," that is, discrepancy between the disposable income of American families and the shrinking supply of goods and services available for civilian purchase. Increased social insurance contribution rates would help to narrow this gap and at the same time would finance development of the program. While aggregate contributions collected under Federal and State social insurance laws have reached unprecedented levels, the present increases, it must be emphasized, reflect in large part increases in deferred obligations of the existing insurance programs. As the result of the expansion in the labor force, greater continuity of employment, and the rise in levels of earnings, millions of workers who might not have had a chance to participate in these systems are accruing credits toward future benefits, and additional millions are obtaining credits which will qualify them for larger benefits than they could have earned in ordinary times. These considerations emphasize the importance of social insurance as one mechanism, among others, for helping to maintain economic equilibrium in a period of

\*Excerpt from *Seventh Annual Report of the Social Security Board for the fiscal year 1941-42*, pp. 13-23.

inflationary pressures and, by development of adequate reserves, for helping to forestall a general economic collapse which could follow the termination of the war.

The expansion of the labor force and the increasing mobility of labor make it even more evident that in social security, as in war, strength lies in union. War has drawn into the coverage of the Federal old-age and survivors insurance program hundreds of thousands of persons who once worked in excluded jobs and doubtless will return to their former occupations. Unless coverage is extended to the major employments and services now excepted, so that when the war is over these workers can continue to add wage credits to those they are now earning in wartime jobs, many will lessen or lose their chance for insurance protection despite the contributions they now are making or will qualify for only meager benefits.

### **Employment Security**

The Board believes also that action is needed during the war to strengthen the unemployment compensation system so that it can effectively carry the post-war burden of unemployment. The crux of the problem lies in the financial basis of the program, especially in a period when employment and unemployment are clearly beyond the control of an employer or a State, since they are determined by national needs and international situations. At present the funds of each State are held separately for benefit payments to workers covered under the law of that State. Since the risk of unemployment varies widely among the States, some have funds far in excess of immediate and future needs, while others may be hard pressed to meet their liabilities. For this reason, pooling of funds is necessary to ensure payment of adequate benefits to all eligible unemployed workers, regardless of the States in which they are now covered, during any post-war readjustment period.

A Federal system would obviate the marked disparities in the proportion of workers protected under State laws and the degree of protection afforded. Existing differences in adequacy of benefit and coverage provisions, which arise from the differences in the ability and the willingness of the individual States to broaden the protection afforded by their laws, would be wiped out.

These discrepancies may be illustrated by the fact that a worker whose high-quarter earnings and annual earnings are \$400 and \$1,000, respectively, would get a weekly payment varying from \$11 to \$17 and total benefits varying from \$100 to \$400, depending upon the State in which he earned his wage credits.

Although the States have made progress in broadening the protection afforded unemployed eligible workers since the inception of the program, the division of revenue among 51 separate funds limits the protection that can be provided under the existing Federal-State program. In 1940, more than half of the beneficiaries were still without a job when they exhausted their benefit rights. In many States, coverage restrictions exclude workers in small firms. Only the District of Columbia law provides for variations in the benefit amounts for workers having dependents. A Federal system would be appropriate for coverage of maritime workers who are now without protection because of the difficulties inherent in their coverage under State laws. It would reduce the number of tax returns required of employers, since a single return would serve the purposes of both the unemployment compensation and the old-age and survivors insurance programs.

A Federal program, moreover, would equalize the cost of unemployment compensation among employers. The diversity of experience-rating provisions under State laws has resulted in the fact that competing employers in various States contribute at different rates even when their unemployment experience is identical. In actuality, the allowance of additional credits against the Federal unemployment tax in line with experience-rating provisions has worked out so as to handicap competing employers in different States, a situation which that tax was intended to avoid. The result of these discrepancies is to instill in the States fear of placing their employers at a competitive disadvantage, in comparison with employers elsewhere. This fear gives an incentive to distort employer experience-rating plans and to refrain from measures to improve benefit standards. This situation works out to the financial disadvantage of employers in States which are endeavoring to deal adequately with workers' risks of unemployment and undermines the basic purpose of the unemployment compensation program. It threatens to impede improvement in the security

furnished by the system and defeat the purpose for which it was created.

All these considerations, which developed in the experience of the pre-war years, have become of increasing importance in the light of the war economy and the stresses to be anticipated when the war ends. Although the total reserve accumulated by the States in the Federal unemployment trust fund represents an amount which is more than sufficient in relation to the present low volume of unemployment and existing standards of benefits, and although the fund as a whole is increasing rapidly, the reserves of some States would be threatened with insolvency under strains which must be anticipated in post-war years.

The national character of the labor market has become indisputably clear in terms of the job of mobilizing the labor force and allocating available manpower in the ways which best will serve the needs of the Nation. The task of relocating returned soldiers in civilian jobs and of demobilizing workers in war industries will bring problems at least equally comprehensive. In many instances, technological progress during the war may have drastically changed the industrial scene for workers whose experience was gained in pre-war years. Young people who have undertaken their first jobs during the war or have gone from school into the Army and Navy will require direction, and often training, to enable them to find their place in civilian pursuits. Extensive migration of workers and their families will be necessary in the readjustment of the country to peacetime activities. The Social Security Board is convinced that nothing less than a national uniformly operated employment service, sustained by an adequate and soundly financed Federal unemployment insurance system, will meet the needs of the period immediately following the war and the longer-range objectives of social security. In unemployment insurance, as in the present Federal system of old-age and survivors insurance, benefits for dependents could afford a means of providing compensation more nearly adequate for family needs. The Board believes that such a system is needed to underwrite the Nation's future security.

#### ***Old-Age and Survivors Insurance***

Operation of Federal old-age and survivors insurance, in contrast to that of unemployment compensation, has shown that the basis of the

program is sound. The Board believes that extension of coverage under this system to agricultural labor, domestic service, public employment, service for nonprofit institutions, and self-employment is now of paramount importance to the objectives of social security in war and in peace.

Apart from the limitation of coverage, there remains a serious lack in that there is no provision for retirement benefits to workers who become chronically disabled. In that lack the present program is almost alone among the retirement provisions of all major countries and substantially all important public retirement systems in the United States. The war emergency has shown that many aged workers are able and anxious to continue in jobs when an opportunity offers; in many instances, advanced age of itself is a less devastating risk to individual independence and family support than physical incapacity at younger ages. Unless he has reached age 65 and can claim old-age retirement benefits, a worker ordinarily has no social insurance protection against disability except for the limited provisions under workmen's compensation laws. Moreover, if a worker is permanently disabled at younger ages, when the requirements of his family are usually greater than in his old age, he may lessen or lose the protection he has built up for himself and his dependents under the Federal old-age and survivors insurance system.

From the long-range standpoint, moreover, orderly provision for retirement of disabled workers and their replacement by others whose efficiency is unimpaired is important for industry as well as the individuals involved. This principle is likely to prove of special importance in the years following the war. The pressure of the emergency and the inclusion in the labor force of all who now can serve in any capacity will leave a considerable group of persons who, after the strain of the war years, may be unable to continue in regular employment. At that time jobs will be needed by the young and vigorous men demobilized from the armed forces. The Board believes that cash benefits, payable as a matter of right without a means test, should be provided to compensate workers for part of the wage loss sustained by chronic and total disability. Both in coverage and in benefit provisions, including survivor benefits, such a measure should follow the general patterns of Federal old-age and survivors insurance.

Two and one-half years of experience in paying old-age and survivors insurance benefits have demonstrated the desirability of liberalizing certain provisions, removing anomalies, and simplifying administrative requirements. At present, only about 42 percent of the wives of primary beneficiaries are 65 years of age or over and so entitled to benefits; the requirement should be lowered to age 60 for wives of annuitants so as to make more of them eligible for benefits, and the age requirement for widows and female primary beneficiaries lowered to the same extent. If the wife of a beneficiary has children in her care, she should receive benefits irrespective of her age. The dependency requirement for parent's benefits should be reduced to a showing that the parent was chiefly supported by the deceased wage earner, and parent's benefits should be increased to 75 percent of the primary benefit. Many minor changes to remove inequities and to simplify administration should be made. Finally, measures should be taken to protect the insurance rights of workers covered by the program who have entered the armed forces.

#### **Temporary Disability**

In its effect on family income, temporary disability is much like temporary unemployment. Nevertheless, an insured worker who can claim benefits for unemployment when he is able to work and available for work has no right to benefits when he is unemployed because of illness, even though he ordinarily must incur sickness costs in addition to his loss of wages. On an average day of the year, probably some 3 to 4 million persons are incapacitated for their ordinary pursuits by reason of disabilities of less than 6 months' duration from which they will recover sooner or later. Provision of cash benefits for temporary disability would strike at a serious cause of poverty and dependency and, in the opinion of the Board, is a needed adjunct to the social security program.

#### **Hospital Benefits**

The serious aspect of medical costs lies not in the average among the population as a whole but in the unpredictable and heavy burdens of families in which there is major illness or prolonged illness during a year. Provision of benefits to offset the burden of hospital bills on insured workers and

their families would be of substantial help in lightening the problem of high-cost illness. The Board is of the opinion that the risk of hospital costs is one to which the approach of social insurance is particularly appropriate.

#### **Public Assistance**

Any social insurance system must necessarily be governed by fixed requirements and benefit scales designed, in accordance with the specific program, to cope with the more common situations and losses among the insured population; there would otherwise be no means of assuring the proper equilibrium between contributions and benefits. Under any qualifying requirements and benefit scales adopted for such a system, some individuals will fail to qualify and others will meet with a combination of circumstances which transcend the provision feasible under the general rules of the system. It is, therefore, an accepted principle that social insurance must be supplemented by a sound program of assistance, provided on the basis of individual need, to meet situations in which insurance protection is inadequate.

The assistance payments in which the Federal Government now collaborates through matching grants to States under the Social Security Act are limited to three special groups: the needy aged, needy blind, and children who are dependent by reason of the death, incapacity, or absence of a parent. Obviously, many needy individuals and families are outside these special categories of the population. Moreover, even among these special groups there are many who cannot qualify for aid under the approved State plans for which Federal funds are provided because they fail to meet a requirement of State law, such as that for residence, or—among the families with children—are in need by reason of the parent's unemployment or insufficient earnings, rather than one of the causes specified in the Social Security Act. In addition, some States have been unable to provide sufficient funds for Federal matching to aid all persons who could qualify under the Federal-State programs or to give adequate assistance for those who are on the rolls.

This last situation, to which the President alluded in his budget message, can be met through authority to provide special aid, rather than merely the uniform matching Federal grant, to States which have relatively small economic re-

sources of their own, as measured by some such objective scale as per capita State income. The Board is convinced that such a measure is necessary to assure comparable standards of aid to persons in similar circumstances, irrespective of the State in which they happen to live. At present the great disparity in standards of assistance under the Federal-State programs, for which the Federal share is governed by the amount that the State can provide, makes it necessary for the Federal Government to countenance and participate in operations which do not sustain the purpose of these assistance programs.

More nearly adequate support of the present Federal-State programs would still leave two other major problems unsolved: the situation of needy persons who are outside these categories of the population, and the special problems arising from the extent of need among families with children. Studies of the Board and other official agencies have shown time and again that the majority of the children of the United States are growing up in homes where resources are too small to supply the shelter, food, clothing, and other essentials needed for a child's healthful growth and development. The present expansion of earnings has improved the situation of families with children, as of others, but as a group they remain at the bottom of the economic scale and in large part below any line which can be accepted as an American standard of living. Under the stress of war conditions and of circumstances to be anticipated in the post-war years, the economic handicaps of children and their parents are a threat to the future well-being of the United States.

The Board believes that a minimum approach to this situation would be to increase the maximum amount of payments for aid to dependent children for which Federal matching is available or to remove maximums for Federal matching, leaving a State free to use Federal funds under an approved plan to meet the Federal share of as much assistance as the State agency deems necessary for families with dependent children. The relative restriction of the Federal contribution is reflected in the fact that the Federal Government now provides a considerably smaller share of the total cost of aid to dependent children than of old-age assistance or aid to the blind. Consideration should be given also to extending the scope of the program by including children whose need

is due to causes other than those now specified, i. e., the parent's death, incapacity, or absence from home. It has been suggested, for example, that Federal matching grants should be available for approved State plans which furnish aid to any child whose family resources are insufficient to ensure healthful growth and development, whatever the reason. It is of interest that Great Britain, as a means of assuring the Nation's future, is giving serious consideration to establishing flat-sum allowances for all children in the population without a means test, for all children in families below a given income level, or for all children excluding the first or the first two.

Apart from the particular need of families with children, the Board is of the opinion that Federal aid should be available for general assistance under arrangements similar to those for the special types. At present, only State and local funds are used for such aid, and typically such resources are least where and when need is greatest. The precipitate drop in the past fiscal year in total expenditures for general relief reflects general increases in employment and earnings but also masks the fact that in many areas where little or nothing was previously given needs are still acute. Since the localities have been providing about half of all funds for general relief, questions of legal settlement of applicants for relief have been an especially troublesome problem. The migration occasioned by the war, and even more the drastic readjustments of industries, communities, and families which will be necessary at the war's end, make this a responsibility which transcends county and State lines.

It is the opinion of the Board that several legislative changes are needed to improve the public assistance programs under the Social Security Act. The Board believes that the Federal Government should aid the States in financing medical care for recipients of assistance by including an appropriate share of the costs of such services in the grants to States for public assistance. The residence requirements of State plans for old-age assistance and aid to the blind should be liberalized to accord with provisions under approved plans for aid to dependent children; to this end, Federal grants under the Social Security Act should be payable only to States which do not deny assistance on the score of residence to aged and blind applicants who have resided in the State for the

year immediately preceding application. To remove a requirement which is difficult to administer and of dubious value, Federal grants for aid to dependent children should be payable with respect to otherwise eligible children aged 16 and 17 years, regardless of school attendance. The present provision for Federal participation in administrative costs of the old-age assistance program should be revised to permit the Federal Government to bear half of such costs, as it now does for aid to the blind and aid to dependent children. Under existing provisions, States receive a 5-percent addendum to the Federal grant for old-age assistance to be used for assistance payments, for administration, or for both purposes.

#### ***The Objective of Social Security***

The Social Security Act of 1935 represented, in effect, prudent application of existing experience and initial limitation of new ventures. The special types of assistance stem from measures previously in long use in many States. The unemployment compensation program was intentionally designed to permit wide latitude for experimentation in diverse measures among the States. The Federal old-age insurance program assumed, in comparison with other countries, only a limited scope of protection. Risks of disability and sickness, which typically have been the first to be incorporated in social insurance measures, were recognized only in the grants of Federal funds for aid to the needy blind and, in relatively small amounts, for certain health services and vocational rehabilitation.

The past 7 years have seen the actual establishment and operation of all measures for which authority was given in the 1935 law and also of the broadened Federal insurance system established under the Social Security Act Amendments of 1939. All these measures have proved compatible with American customs and ideals, and all have served with greater or lesser effectiveness under conditions of relative economic depression, in the rising prosperity of 1940 and 1941, and during the onrush of industrial activity of the first half of 1942. Social security has been ac-

cepted as an objective in the American way of life; in operation, the program has proved adaptable to both continuing and emergency needs.

The Board believes that experience now is ample to warrant reconsideration of aspects of the program which have proved less effective than had been hoped, notably the Federal-State division of responsibility for unemployment insurance; to justify extension of the social insurance systems to a far wider segment of the population; to correct other inequalities and inadequacies, such as those evident in the field of public assistance; and to extend the devices of social security to additional risks.

These proposals envisage the ultimate attainment of a unified social security program which will sustain individual initiative on the part of American workers and their families while providing a bulwark against all major risks to those whose livelihood depends on work. Such a program must necessarily give full recognition to needs at all ages from infancy to the ages when earnings dwindle or cease. It must recognize adequately the risks of unemployment, sickness and disability, advanced age, and death of the breadwinner, in terms of compensation for loss of earnings and also in terms of means for preventing such catastrophes, insofar as possible, and restoring well-being in the households which experience them. The attack on these risks requires use of social insurance devices, of public assistance, and of organized services developed in conjunction with insurance and assistance programs or as separate community services utilizing the resources of governmental and voluntary agencies, national, State, and local. In the field of social security, as elsewhere in our economy, the war has made clear the need for unity in the approaches to Nationwide problems and the need for speed in every measure to strengthen the American people for all-out effort. At the same time, there is urgent need to begin preparations for the sweeping readjustments which will be inevitable at the end of the war and for the continuing advance toward economic security which is among the war objectives of the United States and her Allies.

# The Mexican Social Insurance Law

GUSTAVO-ADOLFO ROHEN Y GÁLVEZ\*

SOCIAL INSURANCE, promised the Mexican people by the Constitution of February 5, 1917, has at last, after almost 26 years, become a reality. On December 31, 1942, President Manuel Avila Camacho and his Secretary of Labor and Social Welfare, Licenciado Ignacio García Téllez, signed an act which declared social insurance against industrial accidents and occupational diseases, sickness and maternity, invalidity, old age, and death to be "a national public service of compulsory character."

## Historical Antecedents

To enact such a social insurance law has been the aim of all Mexican administrations since President Venustiano Carranza launched his famous program of social policy in his 1917 annual message. In 1921, for example, President Alvaro Obregón submitted to Congress a first, unsuccessful bill, containing some rudimentary provisions for insurance against occupational risks, old age, and death. During President P. E. Calles' administration, a program of social insurance was embodied in the law of May 25, 1926, regulating the operation of insurance companies, and was to serve as a basis for later regulations on the subject. By an act of December 31, 1931, President Pascual Ortiz Rubio received from Congress, but for too short a time, special power to frame social insurance legislation. Substantial progress in this field became noticeable, however, only after the appointment in February 1934 of a committee charged with drafting a social insurance bill. The resulting legal text was developed eventually, from 1934 to 1940, into numerous legislative proposals emanating from the Ministries of the Interior and of Finance, the Departments of Labor and of Public Health, the President's Research Council, and from certain parliamentary and other groups. Of these proposals, however, only a few were submitted for public discussion and the others remained in manuscript, unpublished.

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Social insurance also figured prominently in the two 6-year plans of 1934-39 and 1940-46, as one of the most urgent tasks given the Cárdenas and Avila Camacho administrations by the Party of the Mexican Revolution. Along with this official concern for the establishment of social insurance in Mexico, both employers and workers have, since 1917, publicly discussed it and made it the object of numerous resolutions in their Congresses—at, for example, the First National Employers' Congress in November 1917, the First Mexican Congress on Industrial Law in August 1934, and other meetings held by the Mexican Confederation of Workers (C. T. M.) in May 1936, and by the Mexican Regional Confederation of Workers (C. R. O. M.) in September 1936.

## Adoption of the New Act

Credit for the new Social Insurance Act goes, however, to the present regime: "Do not let us forget," said President Avila Camacho when assuming office on December 1, 1940, "that our ideals of collective justice are far from being realized . . . We must all make it our aim—and I myself shall work with all my strength—to have before long social insurance laws protecting every Mexican in the hours of adversity, in orphanhood, widowhood, sickness, unemployment, and old age, and to replace the century-old system under which the poverty of the Nation has compelled us to live."<sup>1</sup>

Declaring later in a Presidential Order of June 2, 1941, that "these aspirations and obligations seem all the more urgent when it is realized that all European countries and about 90 percent of the population of the American continent have social insurance legislation, while Mexico is an exception," he appointed a technical committee to draft a social insurance bill.<sup>2</sup>

The committee, composed of Government officials and representatives of workers and employers under the chairmanship of the head of the Ministry of Labor and Social Welfare, began its

<sup>1</sup> *Excelsior*, Dec. 2, 1940.

<sup>2</sup> *Diario Oficial*, Vol. 126, No. 32 (June 18, 1941), pt. 1, pp. 7-8.

work immediately, using a draft prepared by the Social Insurance Department of that Ministry and the critical analysis of it made in June 1941, in response to an official request of the Government, by Pierre Adrien Tixier, former Chief of the Social Insurance Section and at that time Assistant Director of the International Labor Office.<sup>3</sup>

Later the Committee had, throughout its work, the technical assistance of Emil Schoenbaum, an actuarial expert with the ILO. The draft bill prepared by the Committee was submitted to the ILO in March 1942 for advisory opinion, was sent to President Avila Camacho in July 1942, and officially brought to public attention in Mexico and at the First Inter-American Conference on Social Security, held in Santiago de Chile in September.<sup>4</sup>

The adoption of the bill in December 1942 was preceded by a broad campaign sponsored by the Ministry of Labor and Social Welfare. It consisted of the publication of numerous technical articles and of the broadcasts of a series of popular lectures inaugurated on November 11, 1942, by President Avila Camacho and the Ministry of Labor and Social Welfare.

Workers' organizations declared themselves in favor of adopting the bill at the Twentieth National Congress of the Mexican Confederation of Workers (C. T. M.), October 1942, and in a special meeting of the National Workers' Council (*Consejo Obrero Nacional*) on October 21, 1942.

The attitude of employers toward the bill appears to be mixed. Thus, for instance, the Mexican Banking Association and the Confederations of Chambers of Industry and of Commerce, in a memorandum to the Senate, took a stand "against the enactment of the bill, considering it harmful to the national economy in general and to public confidence."<sup>5</sup> On the other hand, after the bill had become a law, the official organ of the Confederations declared that "tradesmen in Mexico had never been opposed to the introduction by the country of such a system of compulsory social insurance; they only suggested that the adoption of such an important measure be postponed until the horizon should be clear of the hundreds of war and post-war problems."<sup>6</sup>

<sup>3</sup> *Trabajo y Previsión Social*, Vol. 10, No. 41 (June 1941), pp. 33-60.

<sup>4</sup> *Ibid.*, Vol. 14, No. 56 (September 1942), pp. 76-80. See also Cohen, Wilbur J., "The First Inter-American Conference on Social Security," *Social Security Bulletin*, Vol. 5, No. 10 (October 1942), pp. 4-7.

<sup>5</sup> *Excelsior*, Dec. 28, 1942.

<sup>6</sup> *Carta Semanal*, Vol. 6, No. 300, Jan. 2, 1943, pp. 2-3.

Congress received the bill from President Avila Camacho early in December. In the Chamber of Deputies, the Committee on Social Insurance stressed its ideological, technical, and social value, and the bill was approved unanimously on December 23, 1942. The Senate also approved it unanimously on December 29, 1942, hailing it as the fulfillment of the promises of the Mexican Revolution for social insurance and condemning the "misrepresentative propaganda that the enactment of the social insurance legislation would seriously affect the national economy."<sup>7</sup>

The Social Insurance Act was finally signed by President Avila Camacho on December 31, 1942, and promulgated on January 19, 1943.<sup>8</sup>

#### **Legal Bases of the Act**

The new act implements article 123, section 29, of the 1917 Constitution, which declares that the adoption of a social insurance law is a matter of public concern. The act extends, furthermore, the protection afforded workers by the Federal Labor Law, which in 1931 regulated compensation of industrial accidents and diseases.

As a State member of the International Labor Organization, Mexico also had to take into account, in drafting her new legislation, the minimum international standards laid down in the conventions and recommendations on social insurance sponsored by that Organization, as well as the fundamental principles embodied in the Inter-American Social Insurance Code adopted by the First and Second Labor Conferences of American States, held in Santiago de Chile in 1936 and Havana in 1939. In addition, the Mexican Government publicly acknowledged, at the First Inter-American Conference on Social Security, the debt owed to other countries, especially the sister Republics which, like Chile and Peru, have blazed the trail toward social security in the Americas.

#### **Coverage of the Act**

The new act makes social insurance compulsory for all workers employed under a labor contract in enterprises that are private or public or placed under labor management (regardless of the number of persons employed), for members of producers'

<sup>7</sup> *Excelsior*, Dec. 30, 1942.

<sup>8</sup> *Diario Oficial*, Vol. 136, No. 15 (Jan. 19, 1943), pt. 2, pp. 1-11; *Erratum*, Vol. 136, No. 25 (Jan. 30, 1943), p. 11.

cooperative societies, and for apprentices. It covers, broadly speaking, workers employed in mining, industry, transportation, and commerce, and their dependents, i. e., a population estimated at about 3.4 million persons in 1939.

The act also makes provision for voluntary and for supplementary insurance. Voluntary insurance against one or more risks is expressly provided for persons not compulsorily insured, for professional, independent, and handicraft workers, for *ejido* holders,<sup>9</sup> members of agrarian communities, and some other groups. "Supplementary insurance," the act explains, "grants higher benefits to insured persons, or allows them to insure themselves under conditions more favorable than those fixed for compulsory insurance." It is open to workers, whether insured compulsorily or voluntarily, and to employers who are required, under the collective agreements now in force, to grant their workers higher benefits than those stipulated in the act.

Ultimately, as soon as certain practical difficulties are overcome and there has been time to study problems raised by the diversity in the legal status of government employees, persons working in family shops, homeworkers, domestic servants, and agricultural and casual workers, the Government will extend social insurance benefits to these groups also.

#### Risks Insured

The risks to be insured constituted a highly controversial subject in all the earlier legislative proposals, especially the question of workmen's compensation. Under the Mexican Constitution of 1917 and the Federal Labor Law of 1931, employers are directly and solely liable for the industrial accidents and diseases incurred by their employees. As a result, labor has steadily refused to share this responsibility. On the other hand, the imperfections of the workmen's compensation now in force were so evident that insurance against occupational accidents and diseases was finally included as one of the risks covered by the new act. However, it is expressly stipulated that the cost of these special provisions will fall, as it has in the past, exclusively upon employers.

Besides workmen's compensation, the act provides insurance against sickness and maternity, invalidity, old age, and death. The unemployment risk was never considered, in the preliminary discussions, as worth covering by insurance. It was generally admitted by official spokesmen that the unemployment problem, as such, does not exist in Mexico. Thus, the act merely provides for insurance against "involuntary unemployment at an advanced age."

#### Benefits

The benefits fixed by the act for the various risks covered are as follows:

*Occupational accidents and disease.*—In the event of these risks, as defined in the Federal Labor Law of 1931, the insured worker receives medical and surgical aid, medicines, and prosthetic and orthopedic appliances. In addition, temporary incapacity for work is compensated in cash, up to a maximum of 52 weeks, at a daily rate which varies from 0.60 to 9.70 pesos,<sup>10</sup> according to the wage class to which the insured worker belongs, i. e., at approximately 75 percent of the basic daily wage. For total permanent incapacity, a full monthly pension is paid, ranging from 16 to 260 pesos, or about 20 times the average daily wage. In case of partial permanent incapacity, this pension is adjusted, on the basis of the disablement evaluation schedule of the Federal Labor Law, to the reduction in earning capacity. If the monthly pension so calculated is less than 16 pesos, a lump sum equal to 5 annual installments will be paid.

If the insured person dies, the widow receives a pension equal to 36 percent of the pension due for total permanent incapacity, and the orphans, under 16 years of age, receive either 20 or 30 percent of the full pension, according to whether they have lost one or both parents, respectively. If there is no widow, the pension is granted by the act, "to take into account a sociological reality," to the woman with whom the deceased had lived as husband for the 5 years before his death or by whom he had had children.<sup>11</sup> In the absence of the above-mentioned survivors, the deceased's parents, if they were dependent on him, are entitled to a pension up to a maximum of one-

<sup>9</sup>An *ejido* is a nucleus of population which has received land from the Government, provisionally or definitively, through the application of the agrarian laws in force since 1915. An *ejidatario* is the peasant member of the *ejidal* community.

<sup>10</sup>A peso is equivalent to 21 cents at current rate of exchange.

<sup>11</sup>The Spanish word is *concubine*, which is translated hereafter as "common-law wife," since that Anglo-Saxon term seems the closest approximation to the original.

third of the full pension. A funeral indemnity of one month's wages is paid to the person who incurred the funeral expenses.

**Sickness.**—In the event of sickness, the act provides medical and surgical aid and pharmaceutical supplies during a 26-week period for the worker, his children under 16 years of age—if they live in the same house and are dependent on him—and his wife (or common-law wife). No qualifying period is fixed for such benefits. The worker himself is also entitled to a daily cash allowance ranging from 0.35 to 5.20 pesos, i. e., about 40 percent of the basic daily wage, and covering the seventh day up through the twenty-sixth week of his incapacity; the corresponding qualifying period is 6 contribution weeks in the 9 months preceding the illness. If the worker is hospitalized by the insurance fund itself, half of the daily allowance to which he is entitled is paid his dependents.

**Maternity.**—Any employed woman who has paid at least 30 weekly contributions during the 10 months preceding her confinement is entitled to obstetrical aid and to cash benefits as follows: a daily allowance ranging from 0.35 to 5.20 pesos, i. e., about 40 percent of her basic daily wage, to be paid during a period of 42 days before and 42 days after confinement; for the period from the eighth day before until the thirtieth day after her confinement this allowance is increased to 100 percent of her salary if she abstains from paid work as required by the Federal Labor Law. She is also granted, during a maximum period of 6 months, a supplementary nursing allowance equal to 50 percent of the basic maternity benefit. Obstetrical aid is also extended to the wife (or common-law wife) of any insured worker.

**Invalidity.**—An insured worker whose earning capacity has been permanently reduced by two-thirds, through nonoccupational illness or accident, is entitled to a pension if he has paid a minimum of 200 weekly contributions. This benefit consists of a basic amount, varying from 57 to 936 pesos per annum (i. e., about 20 percent of the average annual wage earned during the 60 months prior to the pension award), and a supplement ranging from 0.08 to 1.37 pesos for each additional week of contributions (i. e., about 10 percent of the basic daily wage). In no case can the pension be less than 30 pesos a month.

**Old-age.**—The old-age pension stipulated by the act is identical in amount with that for invalidity.

The pensionable age is fixed at 65 years and the qualifying period at 700 weekly contributions. The pensionable age may be lowered to 60 for the worker "involuntarily deprived of paid employment"; he will receive a pension at a reduced rate, to be fixed by regulations. In neither case does the worker have to prove disability for work. Under a last-minute provision, Congress empowered the President to issue special regulations on old-age insurance with a view to protecting "mining, metallurgical, and other workers, whose productive life span is considerably reduced by the nature of their arduous occupation."

**Death.**—On the death of pensioners or insured workers who have paid 200 weekly contributions, pensions are awarded to the widow, under certain qualifying conditions (or, in her absence, to the common-law wife), and to the orphans under 16 years of age. For the widow, the pension is equivalent to 40 percent of the invalidity or old-age pension which the husband was receiving or to which he was entitled; orphans receive 20 or 30 percent, depending on whether they have lost one or both parents.

As an incentive to marriage, the act provides that a widow (or common-law wife) who is pensioned and marries subsequently shall receive a lump sum equal to three yearly installments of the pension due her.

**Other provisions.**—Persons who cease to be liable to compulsory insurance before they become entitled to a pension are guaranteed the retention of their rights during a period equal to one-fifth of the time for which contributions have been credited, provided that this period is longer than 18 months. Furthermore, if they have at least 100 weekly contributions to their credit, they may continue their insurance on a voluntary basis.

### **Financial Organization**

The financial structure of the social insurance system rests on an actuarial study entrusted by the Mexican Government to Emil Schoenbaum, member of the Correspondence Committee on Social Insurance of the ILO and former director of the General Pension Institution at Prague.<sup>12</sup> This study, in turn, was based on bio-demographic

<sup>12</sup> Schoenbaum, Emilio, "Informe Actuarial," in Secretaría del Trabajo y Previsión Social: *Memoria de Labores, Septiembre de 1941-Agosto de 1942*, Vol. 2, pp. 71-163, tables.

and socio-economic data obtained partly from Mexican statistical returns, as recent as the 1940 industrial and population censuses, and also on the financial experience derived by other countries, such as Chile, Ecuador, and Peru, from administration of their social insurance legislation.

*Contributions.*—The cost of the new system will be met from contributions, as follows:

As far as industrial accidents and occupational diseases are concerned, employers will continue to be solely responsible for their compensation, as stipulated by the Federal Labor Law. On the other hand, by insuring under the new act, the employer is freed from his liabilities for such risks, except in the case of an accident willfully caused by him or due to serious neglect on his part.

Compensation for occupational disability will be based on a schedule of risk classes and degrees, to be revised every 3 years. This schedule will classify all enterprises according to their occupational risk, their standards of industrial hygiene and safety, and other factors. The premium rate will be fixed, by regulation, in proportion to the employers' total wage bill and the occupational risk inherent in his enterprise.

The remaining insurance programs will be financed by contributions from the State, employers, and employees. Their total contribution will equal 12 percent of the wages of the insured worker; the employer's share will be 6 percent, the employee's 3 percent, and the State's also 3 percent.

*Basic wages.*—To fix the amount of the contributions due under each program and the corresponding benefits, the insured population is divided into nine wage groups, according to their daily earnings:

Class:	Daily wages (in pesos)	
	More than	Not more than
I	—	1
II	1	2
III	2	3
IV	3	4
V	4	6
VI	6	8
VII	8	10
VIII	10	12
IX	12	—

No maximum wage limit is fixed for liability to insurance. Employers pay the entire contribution for workers in certain categories, such as appren-

tices employed without remuneration and persons receiving only the minimum wage.

Additional provisions establish the procedure for calculating the basic daily wage when remuneration is paid for weekly or monthly periods, when the worker does piece work or works for several employers, and in other special circumstances.

*Investment of the funds.*—The act expressly states that the investments of the insurance funds must fulfill the best conditions for safety, yield, and liquidity, and give preference, other things being equal, to investments promoting the highest social good, such as the construction of hospitals, sanatoria, and workers' housing projects. Other permissible investments are, under certain conditions, guaranteed bonds and securities issued by the Federal and State Governments for public works, certain securities and shares of national credit institutes and Mexican industrial companies, and mortgage loans and bonds.

#### *Administration of the Act*

The enforcement of the Social Insurance Act and its administration are entrusted to a single body, the Mexican Social Insurance Institute, created by the act as an autonomous, public agency with headquarters in Mexico, D. F. The Institute will function through:

The General Assembly, supreme authority of the Institute with 10 representatives each of employers, employees, and the Federal Government;

A Technical Board, also tripartite, of six members to deal with legal and administrative matters and the investment of the funds;

A Supervisory Committee of three members elected by the General Assembly; and

A Director General appointed by the President of the Republic, to be responsible for current management of the Institute, to preside over the Technical Board, and to represent the Institute before other authorities.

The act outlines the procedure for settling disputes arising out of the nonconformity of employers or employees with respect to coverage, contributions, benefits, and other matters. These disputes will come within the jurisdiction of the Technical Board of the Institute and, in the last instance, of the Federal Board of Conciliation and

**Arbitration.** The act also provides for stringent penalties for infringements by liable employers and by the officers and staff of the Institute.

#### **Enforcement of the Act**

Under transitional provisions, the General Assembly and the Supervisory Committee will not become operative before 1945. Their rights and duties are, meanwhile, concentrated in the hands of the Director General and the First Technical Board, appointed by Presidential Order on January 4, 1943. Licenciado Vicente Santos Guajardo, former Undersecretary of Labor and Social Welfare, will act as Director General. On the Technical Board, the Government and the employers' and workers' organizations are represented by four delegates each—two regular and two substitute.

The Social Insurance Act became effective January 19, 1943. It is left with the Federal Government, however, to fix the dates for the gradual operation of the various programs as well as to determine the geographic areas in which the act is to be put into effect, with due recognition of industrial development, geographic aspects, density of insured population, and possibilities for establishing the necessary social insurance services.

Intended ultimately, when completely in operation, to give security, "from the cradle to the grave," to a gainfully occupied population estimated for 1940 at 6.1 million persons, the Mexican social insurance act, because of its social implications, far surpasses the Federal Labor Law of 1941, which still ranks as one of the most advanced in the world.

When the International Labor Office was called upon to consider the bill on which the present act is based, it declared that its adoption "opens a new era in the economic and social evolution of Mexico . . . For the first time, in the face of crude medical and social reality, a plan of action has been established which is audacious but also sound and well-organized, and of which every element has been carefully calculated and weighed."<sup>13</sup>

<sup>13</sup> *Trabajo y Previsión Social*, Vol. 14, No. 56 (September 1942), pp. 40-44.

The ILO further characterized the act as broad and complete in its basic design; as moderate and prudent in the method by which it is to be applied, and carefully based on actuarial studies which tend to secure the permanent financial equilibrium of the system. The scope is broad, since it extends potentially to all workers whose status is that of economic dependence; and the protection it affords is complete, since it covers all the social and occupational risks to which workers and their families are exposed. Lastly, the ILO considers that the act is prudent with respect to the mode of its enforcement, since provision is made for the introduction of insurance branch by branch and for its application to successive groups of workers, with due regard for environmental conditions.

In this gradual enforcement the Mexican Government sees, in turn, a guarantee "that the economic repercussions of the new social insurance program will be felt step by step, without provoking a crisis which could affect national economy."<sup>14</sup>

As soon as the act was made public, in its draft form, at the Inter-American Conference on Social Security in September 1942, it attracted wide attention; in fact, 19 delegations present declared officially their appreciation of the technical and ideological principles governing the bill and their hope for its early adoption.<sup>15</sup>

"The technical success achieved in this Mexican social insurance legal text," said the Mexican delegate in response to this declaration, "is not a victory exclusively for my country, but an homage which all the sister Republics of America render, as a group, to collective justice and security. In this work, Mexico has emulated the most valuable experiences of Bolivia, Uruguay, Panama, Argentina, Brazil, Costa Rica, Canada, Ecuador, Cuba, Venezuela, the United States, and especially of the two Republics, pioneers of social security in America: Chile and Peru."<sup>16</sup>

<sup>14</sup> *Ibid.*, pp. 76-80.

<sup>15</sup> *Ibid.*, pp. 86-87.

<sup>16</sup> *Ibid.*, pp. 76-80.

# Relationships of Home Relief to Private Employment and to Other Public Programs in New York City, 1940-42

ELIZABETH G. EPLER\*

THE PAST DECADE has seen the development of a variety of public programs for meeting the needs of the unemployed, the aged, and others who have inadequate personal resources. Benefit payments under the insurance programs established by the Social Security Act are made without regard to need and on the basis of previous earnings from private employment. Unemployment compensation is designed to furnish partial compensation to the worker for wage loss during temporary periods of unemployment. Old-age and survivors insurance benefits are payable to an insured wage earner and his dependents when he retires from the labor market or to his survivors when his earnings are interrupted by death.

The special types of public assistance—old-age assistance, aid to dependent children, and aid to the blind—are granted to needy individuals meeting specified eligibility requirements; payments are based on need and are ordinarily determined in accordance with budget schedules. The WPA, NYA, and CCC programs, although constituting sources of income to needy families, were primarily concerned with providing jobs for individual unemployed workers who were eligible and available for assignment. Family responsibilities of WPA workers were recognized in rulings prohibiting simultaneous employment of more than one member of the same family and giving preference to family heads, but the WPA wage rates varied according to region and the type of work performed rather than the extent of need. The NYA and CCC programs provided employment and training for individual youths; CCC enrollees were required to allot fixed portions of their earnings to their families, without regard to family size.

With the development of the social security and Federal work programs, general assistance (or general relief) has gradually been limited to the residual groups of needy families—those who are

ineligible under other public programs; those who, though theoretically eligible, are not receiving income under other programs; and those whose needs, in terms of prevailing relief standards, exceed earnings from private employment or payments received under other public programs and who, therefore, are eligible for partial or supplementary relief grants.

A consideration of existing relationships among these various public programs is essential to planning any integrated program for social security. These relationships have resulted primarily from the character of individual programs or in some cases have been determined by legislative or administrative rulings relating to individual programs. For example, overlapping between old-age assistance and aid to the blind is expressly prohibited by the Social Security Act, and WPA regulations specified that a worker might not be employed on a WPA project while he was receiving unemployment benefits. Not only the size but also the character of the load of one public agency may be affected by changes in legal provisions or administrative rulings primarily relating to another program and by the availability of funds for other programs. The tendency of the general relief rolls to rise in response to drastic reductions in WPA quotas is a well-known phenomenon, and, when waiting lists for the special types of public assistance are long, general assistance rolls are likely to be heavily weighted with persons presumably eligible for other assistance.

The general assistance program is probably most directly related to all other public programs. Except in areas where standards are so low as to make families with even meager sources of income ineligible for general assistance, it has usually had a recognized responsibility for supplementing income from other programs for families whose needs exceed such income. The movement of families between general assistance rolls and other

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programs is also of special significance, in that general assistance ordinarily fills in the gaps by providing income for needy families not eligible for or not currently receiving income under other public programs.

A complete analysis of the interrelationships of social security and public welfare programs would take into account the relationships of each program to all others. This study is limited to a consideration of the relations between general assistance and private employment and between general assistance and other public programs in one city, New York. Analyses of the extent to which general assistance supplements other public programs have usually been limited to the numbers and proportions of relief cases concurrently receiving income under other programs. It is equally important, however, to know the proportions of beneficiaries under other programs who are members of households receiving supplementary relief grants. One reason for the scarcity of such data is the limited comparability of figures reported by the various agencies; for instance, general assistance statistics are expressed in terms of cases, whereas figures on the loads of other programs usually represent individual beneficiaries. Furthermore, variations from State to State or even from city to city in legislative provisions and administrative regulations, as well as in economic patterns which affect the size and character of the groups assisted by the various public programs, complicate the problem of estimating the amount of overlapping between general assistance and each of the other programs on any broad geographical scale.

This study discusses the extent of concurrent supplementation of earnings from private employment and income from other public programs by general assistance (called home relief in New York City) both in relation to all home relief cases and in relation to the total number of persons on the rolls of the Federal emergency work program, and the total number receiving old-age assistance, aid to dependent children, aid to the blind, and unemployment insurance<sup>1</sup> in New York City for each month from January 1940 through June 1942. Consideration is given also to the movement of cases

<sup>1</sup> This proportion is calculated as the ratio of all home relief cases with concurrent income from another program to the number of beneficiaries under that program. No figures are available on the actual number of beneficiaries under any other program who are living in households also receiving relief grants.

between general assistance and the other public programs. New York City was chosen for the study because of the availability of detailed relief statistics and of data on the loads of other programs. Because relief standards in New York were relatively liberal, the supplementation of other programs by relief was probably close to the maximum which may be expected under current arrangements with economic conditions such as those which prevailed in New York in this period.

#### *Trends in Industrial Activity and Public Programs in New York City, January 1940-June 1942*

The extent of overlapping of general assistance and other public programs is, of course, directly related to the broad trends in each of the programs; these trends are in turn affected by changing economic conditions.

In the Nation as a whole, declining unemployment during the 2½-year period ended June 1942 was reflected in decreases in the total number of households receiving income from general assistance or the Federal work programs or the special types of public assistance. Such decreases did not, however, keep pace with the decline in total unemployment, for the principle of "last fired, first hired" gives preference to recently unemployed persons, many of whom have not found it necessary to apply for any form of public aid. In general, expanding opportunities for private employment have a more rapid effect on the WPA load than on the general assistance rolls, and, except in areas where relief is limited to households with no employable members, the general assistance rolls are more directly affected by trends in private employment than are those for old-age assistance, aid to dependent children, and aid to the blind, under which income is provided for persons not normally a part of the labor market.

Predominantly a center of trade, service, and consumer-goods manufacturing industries, New York City has experienced a much less spectacular growth in manufacturing employment since the defense program started than have many war-production centers; in fact, the city had the Nation's largest pool of unemployed workers in mid-1942. Nevertheless, manufacturing employment in the New York City area rose more than

40 percent from June 1940 to June 1942,<sup>2</sup> and the number of persons actively seeking work through local offices of the U. S. Employment Service declined almost a fourth during the same period.<sup>3</sup>

In New York City, as in the country as a whole, rising industrial activity was reflected in declining work program and relief rolls and in decreased demands on the unemployment insurance system. WPA employment dropped from 103,000 in June 1940 to 48,000 in June 1942 or 53 percent; the home relief load declined only about 29 percent, from 153,000 to 109,000 cases (tables 1 and 3). Figures on CCC enrollees from New York City are available only for 1940; a decline of 14 percent occurred in the average enrollment from the third to the last quarter of that year. Since the average CCC enrollment from New York State decreased sharply, from 12,700 in January 1941 to 1,500 in June 1942, it can be assumed that the number of enrollees from New York City showed a very marked decline during the same period. Available figures on NYA employment are not entirely comparable for all months, but apparently both the student and the out-of-school work programs contracted during the latter part of 1941 and the early months of 1942.

Month-to-month trends in the number of persons receiving unemployment benefits were far more variable than trends in the emergency work program and in relief loads, for the unemployment insurance load is affected not only by changes in employment but also by the uniform benefit year. Rights to unemployment benefits in New York are determined for all eligible workers for a specified calendar period, the benefit year. There is ordinarily a concentration of claims at the beginning of each new benefit year, since workers who have exhausted their rights and again become unemployed in one year must wait until the new benefit year before they can again draw benefits. In both 1940 and 1941, the beginning of a new benefit year on April 1 resulted in a steep rise in the number of beneficiaries in May and, as the maximum period during which a worker was entitled to benefits in any one year (13 weeks) came to a close, the load tapered off.

<sup>2</sup> According to the Bureau of Labor Statistics index; includes employment in Government arsenals and navy yards and covers all parts of the metropolitan area except Newark, Jersey City, Paterson, and Elizabeth, N. J., and Yonkers, N. Y.

<sup>3</sup> New York State Department of Labor, *Industrial Bulletin*, July 1942, p. 24.

In 1942, in accordance with amended provisions of the State unemployment insurance law, the new benefit year did not begin until the first of June, and as of June 1 the waiting period was reduced from 3 to 2 weeks. Additional benefits were allowed for not more than 3 weeks in the transitional period, April 1 to May 31. Thus in 1942, a rise in the number of beneficiaries in April was due partly to claims for the additional weeks, and in June and July it resulted from the opening of a new benefit year. In each month of 1941, except January, the number of unemployment beneficiaries was lower than in the corresponding month of 1940, and in each of the first 6 months of 1942, except April, the insurance load was well below that of the comparable month of 1941.

Although the case load for aid to dependent children declined fairly steadily, from 25,800 in June 1940 to 19,700 in June 1942, the other special public assistance programs continued to expand until September 1941, when recipients of old-age assistance had reached a peak of 55,700 and recipients of aid to the blind a peak of 1,600. Thereafter these loads leveled off somewhat, but in June 1942 the old-age assistance load was 2.3 percent higher than in the corresponding month of 1940 and the number of persons receiving aid to the blind had declined by only 3.3 percent in contrast to a 23-percent decrease in recipients of aid to dependent children. Though new job opportunities associated with relaxation of employers' hiring specifications may have contributed directly to declines in the aid to the blind and old-age assistance rolls, indirect effects of general business improvement were probably of considerably greater importance. Old-age assistance case closings because of increased resources or support from relatives were 55 percent higher during the first half of 1942 than during the corresponding period of 1941, whereas the total number of cases closed under this program had increased only 18 percent.<sup>4</sup>

Although, in a broad sense, the entire home relief load may be considered "supplementary," in that the relief program is designed to provide a more or less temporary source of income to replace all or part of the loss of income from other sources, the term "supplementary relief"

<sup>4</sup> New York City Department of Welfare, *Monthly Statistical Report*, January-June 1941 and January-June 1942.

is generally applied only to relief granted concurrently with the receipt of another type of income. But the family, for example, which moves from private employment to the relief rolls and back to private employment may properly be said to have received relief supplementary to private employment during the period when private employment was not available. In the same way, a person eligible for old-age assistance or unemployment insurance but carried on the relief rolls during a waiting period may be said to have received relief which supplements another public program. Patterns of supplementation in this broad sense may, of course, be exceedingly complex, since any one family may receive income under a variety of programs, in addition to the home relief program, over a given period of time.

Available data for New York City do not provide information on the movement of cases from one program to another over any period of time longer than a month. For each month from January 1940 through June 1942, however, and for private employment and each of the public programs considered in relation to home relief, we can determine: (1) the number of cases receiving income from each source concurrently with relief; (2) the number of cases known to have been primarily dependent on income from each source up to the time of applying for relief (cases opened or reopened because of inadequacy or loss of income from the given source); and (3) the number of cases known to have received income from each source immediately following receipt of relief (cases closed because of receipt of income from the given source). The number of cases which received income from any one of these sources both before coming to relief rolls and after leaving is not known; in any one month, the number of cases moving from another program to relief and back again is probably negligible, but over a longer period it might assume considerable importance. Cases closed and reopened during the same month did not exceed 0.2 percent of the total relief load in any one month of 1940 or 1941, but more than three-fourths of all relief cases opened during the 2-year period had previously received relief.

#### **Trends in Concurrent Supplementation**

Throughout the 2½-year period studied, cases receiving relief supplementary to other income

varied from about a fourth to a third of the total monthly case load. The number of cases receiving relief concurrently with other income increased with some consistency through April 1941, and the concurrent supplementation load in relation to the total home relief load rose from 26 percent of all relief cases in January 1940 to 34 percent in December 1941 (table 1). During the first half of 1942, the supplementary portion of the relief load remained relatively stable at approximately a third of the total number of cases.

The upward trend in 1940 and 1941 is mainly attributable to a rise in the proportion of cases receiving relief income supplementary to private earnings or other private income. Apparently the first effect of expanding employment was to increase the number of households with private earnings which were still not entirely adequate. This increase more than offset a slight decline in the proportion with relief supplementary to income from other public sources, a decline resulting entirely from the decreased supplementation of WPA earnings. Undoubtedly, the leveling off of the concurrent supplementation load in 1942 is associated with a variety of factors, such as the contraction of the emergency work program and of special public assistance loads and the improvement in opportunities for private employment not requiring relief supplementation. Furthermore, unattached persons, who are much less likely than family groups to be eligible for supplementary relief since even small earnings may exceed the relief budget for a single person, were assuming increasing importance in the total relief load. During the year ended June 1941 the proportion of unattached persons rose from 36 to 38 percent of the total relief load, and by June 1942 it had risen to 42 percent. It can be assumed that the proportion of relief cases with no employable workers also increased. A survey of the relief load in September 1940 showed that 44 percent of all relief cases had no employable members,<sup>4</sup> even with changing concepts of employability the percentage was probably higher by June 1942.

Throughout the entire period, the most important source of outside income for home relief cases was earnings from private employment. Of almost equal importance in 1940 was the supplementation of WPA earnings. By June 1942, the

<sup>4</sup> State of New York, Department of Social Welfare, *Some Phases of the Present Relief Situation*, Albany, June 12, 1941, p. 30.

number of cases with income from WPA was only half the number with income from private employment. Rising slightly throughout the period, the number of households receiving both old-age assistance and home relief by June of 1942 was as large as the number with WPA earnings. A slightly smaller proportion of home relief cases

also received aid to dependent children, and less than 1 percent of the supplementation cases were receiving aid to the blind, earnings from CCC or NYA, and unemployment or old-age and survivors insurance benefits.

If one looks to the importance of supplementary relief to persons receiving income from these other

Table 1.—Number and percentage distribution of home relief cases in New York City, by source of income and by month, January 1940–June 1942

Year and month	All home relief cases	Cases receiving—				Percentage distribution of cases by source of income							
		Home relief only <sup>1</sup>	Home relief and other income			Total	Home relief only <sup>1</sup>	Home relief and other income			Total	Home relief only <sup>1</sup>	
			Total	1 public source only <sup>2</sup>	Private employment or other private sources only <sup>3</sup>			Total	1 public source only <sup>2</sup>	Private employment or other private sources only <sup>3</sup>			
<b>1940</b>													
January–June average	156,410	113,666	42,744	19,886	20,798	2,072	100.0	72.7	27.3	12.7	13.3	1.3	
January	156,499	116,515	39,984	19,307	18,904	1,773	100.0	74.5	25.5	12.3	12.1	1.1	
February	156,534	115,469	41,065	20,085	19,084	1,896	100.0	73.8	26.2	12.8	12.2	1.2	
March	157,462	114,565	42,897	20,832	19,973	2,092	100.0	72.8	27.2	13.2	12.7	1.3	
April	158,615	114,421	44,194	20,441	21,482	2,271	100.0	72.1	27.9	12.9	13.5	1.5	
May	156,400	112,745	43,715	19,265	22,295	2,155	100.0	72.1	27.9	12.3	14.2	1.4	
June	152,893	108,280	44,613	19,390	22,973	2,250	100.0	70.8	29.2	12.7	15.0	1.5	
July–December average	151,610	103,430	48,180	17,024	25,594	5,562	100.0	68.2	31.8	11.2	16.9	3.7	
July	154,063	106,548	47,515	17,418	24,476	5,621	100.0	69.2	30.8	11.3	15.9	3.6	
August	152,824	104,759	48,065	17,416	25,020	5,620	100.0	68.5	31.5	11.5	16.3	3.7	
September	151,644	103,177	48,467	17,422	25,437	5,608	100.0	68.0	32.0	11.5	16.8	3.7	
October	151,892	103,488	48,404	16,808	26,068	5,528	100.0	68.1	31.9	11.1	17.1	3.7	
November	150,370	102,275	48,095	16,322	26,301	5,472	100.0	68.0	32.0	10.8	17.5	3.7	
December	148,870	100,330	48,540	16,758	26,263	5,519	100.0	67.4	32.6	11.3	17.6	3.7	
<b>1941</b>													
January–June average	148,270	98,678	49,592	16,836	26,912	5,844	100.0	66.6	33.4	11.4	18.1	3.9	
January	149,137	100,053	49,084	17,006	26,544	5,534	100.0	67.1	32.9	11.4	17.8	3.7	
February	148,533	99,022	49,511	17,477	26,354	5,680	100.0	66.7	33.3	11.8	17.7	3.8	
March	151,951	101,481	50,470	16,617	28,170	5,683	100.0	66.8	33.2	10.9	18.5	3.8	
April	151,016	100,085	50,931	17,542	27,230	6,169	100.0	66.3	33.7	11.6	18.0	4.1	
May	146,508	97,100	49,408	16,537	26,727	6,144	100.0	66.3	33.7	11.3	18.2	4.2	
June	142,472	94,332	48,140	15,827	26,457	5,856	100.0	66.2	33.8	11.1	18.6	4.1	
July–December average	135,150	90,180	44,970	13,850	26,012	5,108	100.0	66.7	33.3	10.3	19.2	3.8	
July	143,290	96,213	47,077	14,354	27,021	5,702	100.0	67.1	32.9	10.1	18.8	4.0	
August	143,852	97,385	46,467	14,254	27,098	5,115	100.0	67.7	32.3	9.9	18.8	3.6	
September	137,336	91,913	45,423	14,086	26,198	5,139	100.0	66.9	33.1	10.3	19.1	3.7	
October	133,715	89,087	44,628	13,757	25,968	4,903	100.0	66.6	33.4	10.3	19.4	3.7	
November	127,170	83,839	43,331	13,507	24,933	4,891	100.0	65.9	34.1	10.7	19.6	3.8	
December	125,533	82,646	42,887	13,149	24,844	4,894	100.0	65.8	34.2	10.5	19.8	3.9	
<b>1942</b>													
January–June average	117,485	77,145	40,340	—	—	—	100.0	65.7	34.3	—	—	—	
January	125,408	82,804	42,604	13,019	24,823	4,852	100.0	66.0	34.0	10.4	19.8	3.9	
February	121,651	79,728	41,923	13,286	23,880	4,757	100.0	65.6	34.4	10.9	19.6	3.9	
March	119,815	78,365	41,450	13,031	23,719	4,640	100.0	65.4	34.6	10.9	19.8	3.9	
April	116,004	76,045	39,959	—	—	—	100.0	65.6	34.4	—	—	—	
May	112,823	74,116	38,707	—	—	—	100.0	65.7	34.3	—	—	—	
June	109,116	71,810	37,306	—	—	—	100.0	65.8	34.2	—	—	—	

<sup>1</sup> For January–June 1940, data include cases receiving 1 or more types of home relief only, and cases receiving 2 types of home relief and outside income from private sources other than private employment. For subsequent months, data include only cases receiving 1 or more types of home relief and no other income. Types of home relief are "regular," "nonsettled," and "veterans." Cases with outside income included in this column for the first half of 1940 are estimated to be no more than 0.2 percent of the total home relief load for any 1 month.

<sup>2</sup> For January–June 1940, data include home relief cases receiving other income from 1 public source and any private source or sources, exclusive of private employment. Data not available for April–June 1942.

<sup>3</sup> For January–June 1940, data include home relief cases receiving other income from private employment only, from any 1 other private source, or from

private employment and other private sources. For subsequent months, data include cases receiving other income from private employment only or from any combination of private sources, exclusive of private employment. Data not available for April–June 1942.

<sup>4</sup> For January–June 1940, data include home relief cases receiving outside income from any combination of public sources only, from any combination of a public source or sources and private employment, or from private sources exclusive of private employment. For subsequent months, data include cases receiving outside income from any combination of public sources only, from public and private sources, or from private employment and other private sources.

Source: New York City Department of Welfare, *Monthly Statistical Report*, January and July 1941, January, March, and June 1942. Additional data supplied by the New York State Department of Social Welfare.

public programs, the relative position of the programs is somewhat different. In 1941 about one-fourth of the persons receiving aid to the blind were in households also receiving home relief. About one-sixth of the households receiving aid to dependent children had supplementary relief grants. About one-tenth of the recipients of old-age assistance, the same proportion of WPA workers, and a slightly larger proportion of persons employed on NYA out-of-school projects lived in households also receiving home relief. Less than 1 percent of the unemployment compensation beneficiaries were in relief households.

#### **Home Relief and Private Employment**

Cases receiving relief concurrently with income from private employment (including those with income from other sources as well) rose fairly

steadily from 5.6 percent of all relief cases in January 1940 to 8.4 percent in November, reached 9.3 percent in March 1941, and stood at 9.7 percent in December (table 2). Although there was a slight tapering off during the first half of 1942, the ratio was somewhat higher for each of these 6 months than for the corresponding month of 1941. The actual number of these cases also increased fairly steadily through 1940 and in March 1941 reached a peak of 14,100. Thereafter the trend was generally downward, but not until November 1941 did the number fall below the figure for the comparable month of the preceding year.

Thus, in the early stages of expanding private employment, increases were apparent not only in the number of cases leaving the relief rolls for private employment but also in the number of families with earnings which reduced but did not

**Table 2.—Number and percent of New York City home relief cases in households receiving other specified types of income, by month, January 1940–June 1942**

Year and month	All home relief cases	Cases in households receiving 1—							
		Earnings from—				Unemploy- ment in- surance	Old-age and surviv- ors insur- ance	Old-age assistance	Aid to de- pendent children
		Private employ- ment	WPA	NYA	CCC				
1940									
<i>Average</i>	154,011	10,827	10,577	2,512	424	654	15	4,984	3,539
January	156,499	8,708	10,576	2,124	474	391	(1)	4,893	3,203
February	156,534	8,655	11,591	1,980	342	456	(1)	4,957	3,271
March	157,462	9,119	12,357	2,073	401	706	(1)	4,906	3,214
April	158,615	9,826	11,646	2,337	438	458	(1)	5,092	3,544
May	156,460	10,155	11,037	2,294	334	360	(1)	4,862	3,350
June	152,893	10,448	10,484	2,420	405	858	(1)	4,920	3,404
July	154,063	11,739	9,792	2,628	457	1,198	4	5,037	3,743
August	152,824	11,802	10,005	2,540	395	1,194	6	5,023	3,702
September	151,644	11,995	10,318	2,427	444	807	6	5,041	3,734
October	151,892	12,374	9,772	2,387	496	564	5	5,047	3,740
November	150,370	12,595	9,354	2,298	431	452	32	5,038	3,750
December	148,870	12,507	9,996	2,232	476	400	38	4,991	3,724
<i>Average</i>	141,708	12,861	7,887	2,118	450	421	136	5,324	3,903
1941									
<i>Average</i>	149,137	12,595	10,266	2,165	481	401	49	4,986	3,725
January	148,533	12,265	10,857	2,310	403	490	65	5,010	3,756
February	151,951	14,077	9,367	2,687	516	450	110	4,362	4,082
March	151,016	13,340	10,299	2,466	541	385	133	5,457	4,241
April	146,508	13,308	9,413	2,240	641	356	139	5,291	4,205
May	142,472	13,102	8,278	2,298	637	547	129	5,582	4,111
June	143,290	13,370	5,935	2,404	479	684	168	5,682	4,064
July	143,852	12,890	5,798	2,251	409	616	150	5,706	3,668
August	137,336	12,722	6,199	1,916	373	366	153	5,529	3,923
September	133,715	12,485	5,864	1,760	358	263	170	5,572	3,822
October	127,170	12,063	6,427	1,370	295	232	183	5,389	3,651
November	125,533	12,120	5,937	1,551	266	235	184	5,322	3,585
<i>Average (6 months)</i>	117,485	11,038	5,767	963	140	242	221	5,136	3,479
1942									
<i>Average (6 months)</i>	125,498	11,892	5,857	1,484	229	276	197	5,346	3,585
January	121,651	11,426	6,290	1,261	170	299	207	5,323	3,575
February	119,815	11,261	6,323	1,057	143	259	229	5,240	3,571
March	116,004	10,933	5,909	815	113	231	235	5,027	3,454
April	112,823	10,619	5,290	639	99	208	228	4,979	3,376
May	109,116	10,098	4,930	500	85	179	228	4,900	3,314
See footnotes at end of table.									

eliminate the need for relief. Many of these relief families may have had earnings from odd jobs only or from part-time employment; others may have had income from full-time employment of a secondary wage earner but not the head of the household. No information is available on the types of private employment represented by these cases of concurrent supplementation or on the size of the families, but it is known that relief families with outside income from private earnings are, on the average, larger than those receiving home relief only. As private employment rises, it is possible that from a group of families with no employed members and receiving full relief grants there will emerge a group requiring relief to supplement earnings which do not cover their family

needs. Furthermore, rising living costs may result in need for concurrent supplementation of earnings which might previously have made the family ineligible for relief. Revisions of allowances and of permissible deductions from earnings tended to liberalize supplementary relief grants during the 2½-year period.

The ratio of cases opened specifically for supplementation of wages from private employment to all cases receiving such concurrent supplementation did not exceed 6 per 100 in any month of 1940 and declined considerably in 1941 and 1942. However, it is not possible to determine the number of continuing relief cases, some member of which obtained private employment, nor do we know how many of the families which were able to

Table 2.—Number and percent of New York City home relief cases in households receiving other specified types of income, by month, January 1940–June 1942—Continued

Year and month	All home relief cases	Cases in households receiving <sup>1</sup> —							
		Earnings from—				Unemploy- ment insur- ance	Old-age and surviv- ors insur- ance	Old-age assistance	Aid to de- pendent children
		Private employ- ment	WPA	NYA	CCC				
Percent of all home relief cases									
1940									
Average		7.0	6.9	1.5	0.3	0.4	( <sup>2</sup> )	3.2	2.3
January	5.6	6.8	1.4	.3	.2	( <sup>3</sup> )	3.1	2.0	.2
February	5.5	7.4	1.3	.2	.3	( <sup>3</sup> )	3.2	2.1	.2
March	5.8	7.8	1.3	.3	.4	( <sup>3</sup> )	3.1	2.0	.2
April	6.2	7.3	1.5	.3	.3	( <sup>3</sup> )	3.2	2.2	.2
May	6.5	7.1	1.5	.2	.2	( <sup>3</sup> )	3.1	2.1	.2
June	6.8	6.9	1.6	.3	.6	( <sup>3</sup> )	3.2	2.3	.2
July	7.6	6.4	1.7	.3	.8	( <sup>3</sup> )	3.3	2.4	.2
August	7.7	6.5	1.7	.3	.8	( <sup>3</sup> )	3.3	2.4	.2
September	7.9	6.8	1.6	.3	.5	( <sup>3</sup> )	3.3	2.5	.2
October	8.1	6.4	1.6	.3	.4	( <sup>3</sup> )	3.3	2.5	.2
November	8.4	6.2	1.5	.3	.3	( <sup>3</sup> )	3.4	2.5	.2
December	8.4	6.7	1.5	.3	.3	( <sup>3</sup> )	3.4	2.5	.3
1941									
Average	9.1	8.6	1.5	.3	.3	0.1	3.8	2.8	.3
January	8.4	6.9	1.5	.3	.3	( <sup>3</sup> )	3.3	2.5	.3
February	8.3	7.3	1.6	.3	.3	( <sup>3</sup> )	3.4	2.5	.3
March	9.3	6.2	1.8	.3	.3	.1	2.9	2.7	.3
April	8.8	6.8	1.6	.4	.3	.1	3.6	2.8	.3
May	9.1	6.4	1.5	.4	.2	.1	3.6	2.9	.3
June	9.2	5.8	1.6	.4	.4	.1	3.9	2.9	.3
July	9.3	4.1	1.7	.4	.5	.1	4.0	2.8	.3
August	9.0	4.0	1.6	.3	.4	.1	4.0	2.5	.3
September	9.3	4.5	1.4	.3	.3	.1	4.0	2.9	.3
October	9.3	4.4	1.3	.3	.2	.1	4.2	2.9	.3
November	9.5	5.1	1.1	.2	.2	.1	4.2	2.9	.3
December	9.7	4.7	1.2	.2	.2	.1	4.2	2.9	.3
1942									
Average (6 months)	9.4	4.9	.8	.1	.8	.2	4.4	3.0	.3
January	9.5	4.7	1.2	.2	.2	.2	4.3	2.9	.3
February	9.4	5.2	1.0	.1	.2	.2	4.4	2.9	.3
March	9.4	5.3	.9	.1	.2	.2	4.4	3.0	.3
April	9.4	5.1	.7	.1	.2	.2	4.3	3.0	.3
May	9.4	4.7	.6	.1	.2	.2	4.4	3.0	.3
June	9.3	4.5	.5	.1	.2	.2	4.5	3.0	.4

<sup>1</sup> Figures for each source shown include cases receiving outside income from the specified source only and cases receiving outside income from the specified source in combination with any other source or sources.

<sup>2</sup> Data not available.

<sup>3</sup> Less than 0.05 percent.

Source: New York City Department of Welfare, *Monthly Statistical Report*, January 1941, and January and June 1942.

leave the relief rolls because of earnings from private employment had previously received relief supplementary to private earnings. Undoubtedly, with continued expansion of job opportunities and relaxation of hiring standards, there was a decline in the competitive disadvantage of relief family workers, many of whom may have been handicapped by age, long unemployment, inexperience, or outmoded skills, and they were increasingly likely to command wages ending need for either full or supplementary relief grants.

The average monthly number of cases closed because of private employment was 30 percent higher in 1941 than in 1940 and 18 percent higher during the first half of 1942 than in the corresponding period of 1941 (table 5). Conversely, the average monthly number of cases opened because

of loss of private employment declined 38 percent from 1940 to 1941 and during the first half of 1942 was 36 percent lower than in the first 6 months of 1941 (table 4). The seasonal trend in case openings due to loss of private employment, with month-to-month decreases in case openings in the spring and increases in the winter months, was more or less the reverse of that in case closings.

While the total number of cases closed was approximately the same in 1940 and 1941, the proportion of cases closed because of private employment increased from 22 to 29 percent. In the first half of 1942, the number of case closings dropped sharply, reflecting the decreased size of the total load, and the cases closed because of private employment increased both absolutely and proportionately to 42 percent of the total. During

Table 3.—Number of persons employed under specified Federal work programs in New York City, number of recipients of unemployment benefits and the special types of public assistance, and percent in households receiving home relief, by month, January 1940–June 1942

Year and month	Persons employed under Federal work programs			Recipients of—			
	WPA <sup>1</sup>	NYA <sup>2</sup>	CCC <sup>3</sup>	Unemploy- ment bene- fits <sup>4</sup>	Old-age as- sistance (persons) <sup>5</sup>	Aid to de- pendent children (cases) <sup>6</sup>	Aid to the blind (persons) <sup>7</sup>
				Number			
1940							
<i>Average</i>	105,047	12,891	7,733	116,491	52,826	25,499	1,537
January	110,601	10,418	8,583	86,126	50,677	26,109	1,491
February	113,331	11,213	8,347	86,632	50,909	25,726	1,495
March	110,568	11,838	9,951	80,127	51,488	25,885	1,509
April	107,816	12,645	9,085	65,121	52,571	25,909	1,530
May	107,218	13,129	8,687	168,448	53,061	25,662	1,535
June	103,054	13,385	6,292	206,060	53,340	25,775	1,536
July	101,185	12,564	9,349	204,318	53,522	25,787	1,532
August	103,939	12,701	8,904	159,071	53,577	25,520	1,570
September	102,114	13,296	6,140	95,405	53,622	25,339	1,566
October	99,505	13,013	8,350	80,463	53,637	25,070	1,566
November	100,813	13,692	7,811	83,895	53,663	24,759	1,554
December	100,416	16,796	5,297	82,229	53,849	24,448	1,555
<i>Average</i>	74,960	17,538	—	83,153	54,778	23,118	1,550
January	100,500	23,540	—	93,523	54,102	24,227	1,550
February	94,292	26,614	—	82,838	54,357	24,111	1,554
March	89,994	23,769	—	69,680	54,264	23,961	1,543
April	85,789	20,089	—	54,248	54,290	23,788	1,550
May	81,120	18,833	—	103,482	54,264	23,727	1,555
June	76,619	18,955	—	127,903	54,572	23,506	1,546
July	58,827	12,150	—	131,784	55,057	23,188	1,549
August	61,846	15,596	—	93,424	55,208	23,070	1,550
September	62,219	14,123	—	54,973	55,669	22,592	1,584
October	62,490	11,681	—	53,214	54,944	22,246	1,554
November	63,499	12,903	—	65,464	55,218	21,692	1,527
December	62,326	12,198	—	67,055	55,371	21,312	1,508
<i>Average (6 months)</i>	55,332	8,673	—	67,868	55,191	20,656	1,498
January	61,171	10,984	—	79,540	55,402	21,167	1,506
February	60,078	10,058	—	67,332	55,371	21,369	1,517
March	57,939	9,363	—	51,832	55,563	21,017	1,502
April	54,080	8,638	—	67,375	55,332	20,567	1,493
May	50,726	6,979	—	53,629	54,934	20,069	1,486
June	47,997	6,016	—	87,499	54,541	19,748	1,486

See footnotes at end of table.

these 6 months, the proportion of case closings as a result of WPA employment was 21 percent of all closings as compared with 40 percent in 1941 and 44 percent in 1940. Thus the relative positions of private and of WPA employment with respect to their effect on home relief case closings was reversed during this period.

In 1940, the average monthly number of cases opened because of inadequate earnings or loss of private employment exceeded cases closed because of private employment. In 1941, however, this relation was reversed; closings outnumbered openings in all months except January, February, and

March, although the net reduction in the relief load as a result of transfers to private employment was relatively small in November and December. Transfers to private employment resulted in a net reduction in the relief load in each of the first 6 months of 1942 (table 6).

The great majority of workers moving from private employment to relief rolls were ineligible for unemployment insurance, because they had not been in covered employment or because their earnings were too low to entitle them to benefits or because they had exhausted their benefits for the current year during an earlier spell of unem-

Table 3.—Number of persons employed under specified Federal work programs in New York City, number of recipients of unemployment benefits and the special types of public assistance, and percent in households receiving home relief, by month, January 1940–June 1942—Continued

Year and month	Persons employed under Federal work programs			Recipients of—						
	WPA <sup>1</sup>	NYA <sup>2</sup>	CCC <sup>3</sup>	Unemploy- ment bene- fits <sup>4</sup>	Old-age as- sistance (persons) <sup>5</sup>	Aid to de- pendent children (cases) <sup>6</sup>	Aid to the blind (persons) <sup>7</sup>			
				Percent in households receiving home relief <sup>8</sup>	10.1	17.9	5.5	0.6	9.4	13.9
1940										
Average										
January	9.6	20.4	5.5	.5	9.7	12.3	20.9			
February	10.2	17.7	4.1	.5	9.7	12.7	21.1			
March	11.2	17.5	6.7	.9	9.5	12.4	21.2			
April	10.8	18.5	4.8	.7	9.7	13.7	23.3			
May	10.3	17.5	3.8	.2	9.2	13.1	21.8			
June	10.2	18.1	6.4	.4	9.2	13.6	22.9			
July	9.7	20.9	4.9	.6	9.4	14.5	22.8			
August	9.6	20.0	4.4	.8	9.4	14.5	24.0			
September	10.1	18.3	7.2	.8	9.4	14.7	24.0			
October	9.8	18.3	5.9	.7	9.4	14.9	23.0			
November	9.3	16.8	5.5	.5	9.4	15.1	23.9			
December	10.0	13.3	9.0	.5	9.3	15.2	24.1			
Average	10.5	12.1	—	.5	9.7	16.9	26.5			
1941										
Average										
January	10.2	9.2	—	.4	9.2	15.4	26.1			
February	11.5	8.7	—	.6	9.2	15.6	24.8			
March	10.4	11.3	—	.6	8.0	17.0	26.4			
April	12.0	12.3	—	.7	10.1	17.8	25.7			
May	11.6	11.9	—	.3	9.8	17.7	26.8			
June	10.8	12.1	—	.4	10.2	17.5	26.8			
July	10.1	19.8	—	.5	10.3	17.5	26.4			
August	9.4	14.4	—	.7	10.3	15.9	26.3			
September	10.0	13.6	—	.7	9.9	17.4	26.1			
October	9.4	15.1	—	.6	10.1	17.2	26.1			
November	10.1	10.6	—	.4	9.8	16.8	26.9			
December	9.7	12.7	—	.4	9.6	16.8	26.7			
Average (6 months)	10.4	11.1	—	.4	9.3	16.8	26.5			
1942										
Average (6 months)										
January	9.6	13.5	—	.3	9.6	16.9	26.4			
February	10.5	12.5	—	.4	9.6	16.7	26.7			
March	10.9	11.3	—	.5	9.4	17.0	26.8			
April	10.9	9.4	—	.3	9.1	16.8	27.0			
May	10.4	9.4	—	.4	9.1	16.8	26.4			
June	10.3	8.3	—	.2	9.0	16.8	25.7			

<sup>1</sup> Data from *WPA Statistical Bulletin*, March 1940–July 1942. Data represent average weekly employment during calendar month and include employment on WPA projects operated by other Federal agencies and financed by allocation of WPA funds.

<sup>2</sup> Data from *WPA Statistical Bulletin*, March 1940–July 1942. Figure for June 1942 was supplied by the WPA. Data represent number of persons employed on out-of-school program during each month, January 1940–June 1941; beginning with July 1941, data are based on average weekly employment on out-of-school program during month. Beginning with October 1940, Long Island NYA workers are included in count.

<sup>3</sup> Data from the New York State Department of Social Welfare, represent junior enrollees only. Data are not available for January 1941–June 1942.

<sup>4</sup> Data from the Bureau of Research and Statistics, Division of Placements and Unemployment Insurance, New York State Department of Labor, represent highest number of compensable claims in any 1 week during each month.

<sup>5</sup> Data from New York City Department of Welfare, *Monthly Statistical Report*, January 1941, January 1942, and June 1942.

<sup>6</sup> See table 2 for number of home relief cases receiving income from each specified source.

ployment. Only about 1 out of every 6 relief cases opened because of loss of private employment during the 2½-year period was awaiting unemployment benefits when accepted for relief.

#### Home Relief and WPA Employment

In 1940 the average number of home relief cases with WPA earnings was as large as the number with earnings from private employment. As the WPA load declined throughout 1940, 1941, and the first half of 1942, however, cases receiving home relief as concurrent supplementation of WPA income also declined, both numerically and proportionately to the total relief load. Relief cases

receiving income from WPA (including those receiving income from other sources in addition) made up 6.9 percent of all home relief cases in 1940 but only 5.6 percent in 1941 and 4.9 percent in the first half of 1942. However, the proportion of all WPA workers receiving concurrent supplementary relief changed very little; 10.1 percent of the families of WPA workers required additional income from home relief in 1940, 10.5 percent in 1941, and 10.4 percent in the first 6 months of 1942. Presumably the larger families and the families of workers at the bottom of the WPA wage scale predominate among families receiving supplementary relief, since maximum relief allowances would be

Table 4.—Number and percentage distribution of New York City home relief cases opened, by major reason for opening and by month, January 1940-June 1942

Year and month	All cases opened	Private employment			Public employment			Unemployment insurance		Special types of public assistance			Other reasons			
		Wages inadequate	Employment ended		WPA	Wages inadequate		WPA	Employment ended		Benefit inadequate	Benefit exhausted	Old-age assistance discontinued	Aid to dependent children discontinued	Aid to the blind discontinued	
			Awaiting unemployment insurance	Not awaiting unemployment insurance		NYA, CCC, or other	NYA, CCC, or other		NYA, CCC, or other	NYA, CCC, or other						
Number																
1940																
<i>Average</i>		8,505	382	380	1,983	333	14	2,056	46	54	440	3	122	1	2,831	
January		12,140	474	583	3,192	659	23	3,552	64	76	426	3	121	3	2,964	
February		11,719	497	591	3,103	664	28	3,276	69	54	454	5	107	0	2,871	
March		11,390	472	574	2,910	581	12	2,861	76	53	426	4	124	0	3,297	
April		9,485	411	584	1,893	367	8	3,075	41	34	188	2	139	0	2,743	
May		8,510	396	557	1,679	354	11	2,510	51	52	100	3	135	0	2,662	
June		6,306	292	280	1,403	265	20	1,531	57	63	40	3	103	1	2,248	
July		7,258	316	309	1,515	253	8	2,078	34	66	156	4	112	0	2,407	
August		7,992	361	269	1,753	307	14	1,333	45	63	996	2	144	3	2,702	
September		6,919	320	183	1,575	254	23	1,024	38	41	924	1	137	0	2,399	
October		6,543	295	208	1,429	241	8	1,149	24	54	593	4	122	1	2,415	
November		6,421	327	189	1,436	386	5	1,043	33	45	477	3	99	0	2,378	
December		7,378	429	238	1,904	379	9	1,235	20	50	502	3	124	2	2,453	
1941																
<i>Average</i>		7,164	297	222	1,249	177	10	2,623	18	28	182	1	121	1	2,235	
January		7,707	424	386	2,102	421	13	1,120	21	68	384	2	143	0	2,623	
February		8,065	413	357	1,935	361	18	1,836	22	51	370	2	109	0	2,611	
March		10,288	425	362	1,655	259	24	4,278	32	31	291	0	144	1	2,786	
April		8,986	345	342	1,130	153	14	4,075	28	25	118	3	163	0	2,500	
May		8,415	268	177	906	94	10	4,513	17	20	38	2	124	2	2,244	
June		6,284	242	155	925	101	3	2,757	12	21	34	0	122	0	1,912	
July		7,991	262	142	875	87	6	4,386	10	25	53	1	116	2	2,026	
August		9,113	238	131	951	111	10	5,187	23	17	273	1	127	2	2,042	
September		5,018	208	120	977	150	4	1,261	14	15	220	2	113	0	1,934	
October		4,838	224	140	1,069	179	9	812	22	13	157	2	106	0	2,105	
November		4,160	219	146	1,103	114	9	567	11	19	111	0	80	0	1,781	
December		5,082	291	202	1,358	96	6	682	9	28	138	0	106	0	2,166	
1942																
<i>Average (6 months)</i>		3,916	181	180	934	107	(1)	473	11	17	49	1	91	(1)	2,177	
January		4,942	213	250	1,428	125	(1)	700	27	28	97	1	95	(1)	2,197	
February		4,248	192	206	1,103	134	(1)	584	17	25	65	0	85	(1)	2,187	
March		4,506	228	184	1,010	117	(1)	622	4	16	73	0	101	(1)	2,151	
April		3,455	156	141	770	99	(1)	375	6	15	19	2	82	(1)	2,190	
May		3,124	146	117	627	83	(1)	305	6	8	28	0	91	(1)	2,173	
June		3,223	152	181	668	81	(1)	254	8	8	14	4	91	(1)	2,162	

See footnotes at end of table.

above WPA earnings only for these groups. But it is important to note that, despite changes in the size and composition of the WPA load and the increases in WPA wages in November 1941, the earnings of no fewer than 9 of every 100 WPA workers in any month during a 30-month period were inadequate to meet their family needs according to home relief standards.

In the number of cases moving from home relief to WPA or from WPA to relief, there was considerable month-to-month variation, associated with seasonal factors, changes in WPA quotas, and,

most important in 1941, the "18-month provision" that any worker who had been employed on WPA projects continuously for 18 months must be laid off for not less than 30 days. The monthly number of cases opened because of loss of WPA employment declined fairly steadily throughout 1940, although an increase over the preceding month was apparent in April, in July, and again in October and December. Early in 1941, case openings due to loss of WPA employment increased sharply—from 1,800 in February to 4,300 in March; they remained at a high level in April and

Table 4.—Number and percentage distribution of New York City home relief cases opened, by major reason for opening and by month, January 1940–June 1942—Continued

Year and month	All cases opened	Private employment		Public employment		Unemployment insurance		Special types of public assistance		Other reasons	
		Wages inadequate	Employment ended	Wages inadequate	Employment ended	Benefit inadequate	Benefit exhausted	Old-age assistance discontinued	Aid to dependent children discontinued		
			Awaiting unemployment insurance								
Percentage distribution											
1940											
Average	100.0	4.5	4.5	23.3	4.8	0.2	24.2	0.5	0.6	30.9	
January	100.0	3.9	4.8	26.3	5.4	.2	29.3	.5	.6	24.5	
February	100.0	4.2	5.1	26.5	5.7	.2	27.9	.6	.5	24.5	
March	100.0	4.1	5.0	25.6	5.1	.1	25.1	.7	.5	29.0	
April	100.0	4.3	6.1	20.0	3.9	.1	32.4	.4	.2	28.9	
May	100.0	4.7	6.5	19.7	4.2	.1	29.5	.6	1.2	31.3	
June	100.0	4.7	4.4	22.2	4.2	.3	24.3	.9	.6	35.7	
July	100.0	4.3	4.3	26.9	3.5	.1	28.6	.5	.9	33.2	
August	100.0	4.5	3.4	21.9	3.8	.2	16.7	.6	12.4	33.8	
September	100.0	4.6	2.6	22.8	3.7	.3	14.8	.5	.6	34.7	
October	100.0	4.5	3.2	21.8	3.7	.1	17.5	.4	.8	36.9	
November	100.0	5.1	2.9	22.4	6.0	.1	16.2	.5	.7	37.1	
December	100.0	5.8	3.2	25.8	5.1	.1	16.7	.3	.7	33.7	
1941											
Average	100.0	4.1	3.1	17.5	2.6	.1	36.6	.3	.4	31.2	
January	100.0	5.5	5.0	27.3	5.5	.2	14.5	.3	.9	34.0	
February	100.0	5.1	4.4	23.9	4.5	.2	22.7	.3	.6	32.3	
March	100.0	4.1	3.5	16.1	2.5	.2	41.6	.3	.3	27.1	
April	100.0	3.8	3.8	12.6	1.7	.2	45.3	.3	1.3	28.8	
May	100.0	3.2	2.1	10.8	1.1	.1	53.6	.2	.2	26.7	
June	100.0	3.9	2.5	14.7	1.6	(1)	43.9	.2	.3	30.4	
July	100.0	3.3	1.8	10.9	1.1	.1	54.9	.1	.3	25.4	
August	100.0	2.6	1.4	10.5	1.2	.1	56.9	.3	.2	22.4	
September	100.0	4.1	2.4	19.5	3.0	.1	25.1	.3	4.4	38.5	
October	100.0	4.6	2.9	22.1	3.7	.2	16.7	.5	.3	43.5	
November	100.0	5.3	3.5	26.5	2.7	.2	13.6	.3	2.7	42.8	
December	100.0	5.7	4.0	26.7	1.9	.1	13.4	.2	.6	42.6	
1942											
Average (6 months)	100.0	4.6	4.6	23.9	2.7	(1)	12.1	.3	.4	247.8	
January	100.0	4.3	5.1	28.9	2.5	(1)	14.2	.5	.6	240.0	
February	100.0	4.5	4.8	26.0	3.2	(1)	13.7	.4	.6	243.3	
March	100.0	5.1	4.1	22.4	2.6	(1)	13.8	.1	.4	247.7	
April	100.0	4.5	4.1	22.3	2.9	(1)	10.9	.2	.4	251.7	
May	100.0	4.7	3.7	20.1	2.7	(1)	9.8	.2	.3	254.7	
June	100.0	4.7	5.6	20.8	2.6	(1)	7.9	.2	.4	254.7	

<sup>1</sup> Data not available.

<sup>2</sup> Includes inadequate wages from public employment other than WPA and discontinuance of aid to the blind.

<sup>3</sup> Less than 0.05 percent.

Source: New York City Department of Welfare, *Monthly Statistical Report*, January 1940–June 1942; *Social Statistics*, New York State Department of Social Welfare, 1940 and 1941 issues.

May, and then rose again sharply in July and August. Small seasonal increases in cases opened because of WPA separations were registered in January and March 1942, but in general the volume of such case openings was relatively small throughout the first half of 1942.

The extreme variations in the movement of cases from WPA to relief in 1941 illustrate the close interrelationships of the relief and WPA programs and the way in which legal and administrative policies relating directly to one program inevitably affect the other. WPA separations under the 18-month provision rose steeply in the early months of 1941. We know that workers separated under this ruling in the spring of 1941 fell into two groups. Many of them had once before been laid off from WPA projects when the 18-month clause first went into effect in the sum-

mer of 1939, had subsequently been reassigned to WPA, and had then been continuously employed for another 18-month period. Others were workers who had been assigned to WPA to replace those laid off in 1939 and had remained on WPA projects for 18 months. In a very real sense, they represent the hard core of unemployed workers on WPA rolls, those who for one reason or another are least acceptable to private industry. Inevitably, a substantial number of them found home relief the only alternative to WPA. The rise in relief case openings due to loss of WPA employment in July and August 1941 presumably resulted largely from the very great increase in WPA lay-offs in June—an increase associated with sharp quota cuts at the turn of the fiscal year.

Cases opened for supplementation of WPA earnings were generally fewer in 1941 and 1942

**Table 5.—Number and percentage distribution of New York City home relief cases closed, by reason for closing and by month, January 1940–June 1942**

Year and month	All cases closed	Cases closed because of—								Other reasons	
		Private employment	Public employment		Social insurance		Public assistance				
			WPA	NYA, CCC, or other	Unemployment insurance	Old-age and survivors insurance	Old-age assistance	Aid to dependent children	Aid to the blind		
Number											
1940											
Average	8,836	1,956	3,894	46	532	10	247	232	10	2,110	
January	11,856	1,416	7,403	40	173	0	207	228	11	2,378	
February	10,916	1,383	6,767	38	159	3	230	231	4	2,081	
March	8,706	1,634	3,821	43	163	5	599	253	15	2,173	
April	9,651	1,928	4,461	38	155	11	412	222	6	2,418	
May	10,862	2,697	3,737	68	1,298	8	292	298	12	2,452	
June	6,284	2,108	1,012	36	663	9	141	313	6	1,996	
July	8,626	2,076	3,661	54	381	7	162	230	16	2,039	
August	9,058	1,855	4,479	67	267	13	167	183	10	2,017	
September	6,140	2,188	1,514	44	210	12	127	166	7	1,872	
October	7,347	2,485	2,049	55	173	12	171	180	17	2,205	
November	9,232	2,015	4,648	37	167	12	218	250	9	1,876	
December	7,354	1,697	3,172	41	171	15	206	227	7	1,818	
Average	8,867	2,546	3,548	33	167	15	258	228	5	2,088	
1941											
Average	8,786	1,702	4,333	44	144	14	304	248	4	1,993	
January	6,892	1,643	2,855	29	106	11	213	253	4	1,778	
February	9,821	2,131	5,002	37	86	21	401	277	7	1,859	
March	12,060	2,806	5,952	42	116	17	375	314	10	2,428	
April	10,318	3,160	3,295	36	710	18	500	279	4	2,316	
May	7,481	2,944	1,665	41	288	18	229	233	4	2,059	
June	8,570	3,140	2,325	44	161	11	142	217	8	2,522	
July	11,778	2,929	5,963	25	111	19	149	169	4	2,409	
August	9,072	3,065	3,386	27	82	17	155	197	5	2,138	
September	9,740	3,001	4,257	26	58	7	168	193	3	2,027	
October	6,183	2,089	1,970	27	75	13	118	223	5	1,663	
November	5,710	1,938	1,579	15	67	13	97	138	3	1,860	
December	6,734	2,823	1,405	26	65	10	323	257	8	1,818	
Average (6 months)	7,274	2,173	2,224	26	63	6	677	406	4	1,695	
January	6,764	2,357	1,919	28	58	5	399	323	9	1,666	
February	6,957	2,778	1,677	28	54	12	218	220	6	1,964	
March	6,358	3,176	741	19	82	14	190	184	14	1,938	
April	7,022	3,394	1,033	17	71	16	263	248	5	1,975	
May	6,026	3,057	834	37	63	9	189	160	9	1,668	

See footnotes at end of table.

than in 1940, but the monthly totals varied seasonally, declining somewhat in the summer and rising as relief budgets were revised upward to meet winter needs.

As was to be expected in a period of declining WPA rolls, the average monthly number of relief cases closed because of WPA employment was lower in 1941 than in 1940 and dropped still further in 1942. Peaks in March and April 1941 reflect the high turn-over of the WPA load as relief clients were assigned to WPA jobs to replace workers laid off under the 18-month regulation. Thus, as an effect of this ruling, there was a movement of one group of workers from WPA to relief rolls, and of another group from relief to WPA.

In general, during the 2½-year period, more cases went from relief to WPA rolls than from WPA to relief—an indication that the movement of workers from WPA to private employment more than offset the curtailment of WPA quotas and expenditures.

The WPA program had a greater direct influence on relief turn-over than did private employment in almost all months of 1940 and 1941. However, with continued contraction of the WPA and expansion of industrial activity, private employment became the major factor in the turn-over of the relief load; case closings because of private employment outnumbered those for WPA employment in all months but January from November 1941 through June 1942.

Table 5.—Number and percentage distribution of New York City home relief cases closed, by reason for closing and by month, January 1940–June 1942—Continued

Year and month	All cases closed	Cases closed because of—								Other reasons	
		Private employment	Public employment		Social insurance		Public assistance				
			WPA	NYA, CCC, or other	Unemployment insurance	Old-age and survivors insurance	Old-age assistance	Aid to dependent children	Aid to the blind		
Percentage distribution											
1940											
Average	100.0	22.1	44.1	0.5	5.8	0.1	2.8	2.6	0.1	23.9	
January	100.0	11.9	62.4	.3	1.5	(1)	1.8	1.9	.1	20.1	
February	100.0	12.7	62.0	.3	1.5	(1)	2.3	2.1	(1)	19.1	
March	100.0	18.7	43.9	.5	1.9	.1	6.9	2.9	.1	25.0	
April	100.0	20.0	46.2	.4	1.6	.1	4.3	2.3	.1	25.0	
May	100.0	24.8	34.4	.6	12.0	.1	2.7	2.7	.1	22.6	
June	100.0	33.5	16.1	.6	10.6	.1	2.2	5.0	.1	31.8	
July	100.0	24.1	42.4	.6	4.4	.1	1.9	2.7	.2	23.6	
August	100.0	20.5	49.5	.7	3.0	.1	1.8	2.0	.1	22.3	
September	100.0	35.6	24.7	.7	3.4	.2	2.1	2.7	.1	30.5	
October	100.0	33.8	27.9	.7	2.4	.2	2.3	2.5	.2	30.0	
November	100.0	21.8	50.4	.4	1.8	.1	2.4	2.7	.1	20.3	
December	100.0	23.1	43.1	.6	2.3	.2	2.8	3.1	.1	24.7	
1941											
Average	100.0	28.6	40.0	.4	1.9	.2	2.7	2.6	.1	23.5	
January	100.0	19.4	49.3	.5	1.6	.2	3.5	2.8	(1)	22.7	
February	100.0	23.8	41.4	.4	1.5	.2	3.1	3.7	.1	25.8	
March	100.0	21.7	50.9	.4	.9	.2	4.1	2.8	.1	18.9	
April	100.0	23.3	49.4	.3	1.0	.1	3.1	2.6	.1	20.1	
May	100.0	30.6	31.9	.3	6.9	.2	4.9	2.7	(1)	22.5	
June	100.0	39.4	22.3	.5	3.8	.2	3.1	3.1	.1	27.5	
July	100.0	36.7	27.1	.5	1.9	.1	1.7	2.5	.1	29.4	
August	100.0	24.9	50.6	.2	.9	.2	1.3	1.4	(1)	20.5	
September	100.0	33.7	37.3	.3	.9	.2	1.7	2.2	.1	23.6	
October	100.0	30.8	43.7	.3	.6	.1	1.7	2.0	(1)	20.8	
November	100.0	33.8	31.9	.4	1.2	.2	1.9	3.6	.1	26.9	
December	100.0	33.8	27.7	.3	1.2	.2	1.7	2.4	.1	32.6	
1942											
Average (6 months)	100.0	41.9	20.9	.4	1.0	.1	4.8	3.8	.1	27.0	
January	100.0	29.8	30.5	.4	.9	.1	9.3	5.6	.1	23.3	
February	100.0	34.8	28.4	.4	.9	.1	5.9	4.8	.1	24.6	
March	100.0	39.9	24.1	.4	.8	.2	3.1	3.2	.1	28.2	
April	100.0	49.9	11.7	.3	1.3	.2	3.0	2.9	.2	30.5	
May	100.0	48.4	14.8	.2	1.0	.2	3.7	3.5	.1	28.1	
June	100.0	50.8	13.8	.6	1.0	.1	3.1	2.7	.1	27.8	

<sup>1</sup> Less than 0.05 percent.

Sources: New York City Department of Welfare, *Monthly Statistical*

Report, January 1940–July 1942; *Social Statistics*, New York State Department of Social Welfare, 1940 and 1941 issues; *Outdoor Relief in New York City*, Welfare Council of New York City, January 1941–June 1942.

### Home Relief and NYA and CCC Employment

During the 2½-year period, concurrent relief supplementation of NYA and CCC earnings was of less importance in relation to the total relief load than was supplementation of WPA earnings largely because of the far greater number of WPA workers. In 1940 and 1941, on the average, only 1.5 percent of all home relief cases had income from NYA earnings and 0.3 percent from CCC allotments. The proportion of relief cases having NYA or CCC income declined during the latter part of 1941 and the first half of 1942; in June 1942 only 0.5 percent of all cases were receiving relief supplementary to NYA earnings, and 0.1 percent had income from the CCC.

Since the small earnings of high school students employed on NYA projects were not counted as income in determining eligibility for relief or the size of the relief grants, the NYA student work

program had little effect on the home relief load. Therefore, in relating cases of relief supplementation of NYA to the total NYA load, only the out-of-school work program has been considered. During 1940 the number of relief families with income from NYA represented, on the average, about 18 percent of the total number of out-of-school NYA workers.

Although after June 30, 1940, proof of financial need was no longer a prerequisite for NYA employment, the proportion of NYA workers in households also receiving relief was greater in July and August 1940 than earlier in the year. Figures on NYA employment from October 1940 onward are not entirely comparable with those for preceding months, but it may be assumed from comparable data for later months that the proportion of NYA workers whose families were receiving relief declined somewhat during 1941.

Table 6.—Net change in New York City home relief case load, by reason for opening<sup>1</sup> or closing cases and by month, January 1940–June 1942

Year and month	Net change in case load	Net change because of—					
		Private employment	WPA employment	Other public employment	Unemployment insurance	Public assistance	Other reasons
1940							
Average	-331	+789	-1,445	+14	+162	-363	+511
January	+284	+2,833	-3,192	+47	+329	-319	+586
February	+803	+2,808	-3,827	+59	+349	-373	+787
March	+2,684	+2,322	-379	+45	+316	-739	+1,119
April	-166	+960	-1,019	+11	+67	-499	+314
May	-2,352	-65	-873	-6	-1,146	-464	+202
June	+22	-133	+784	+41	-560	-353	+243
July	-1,368	+64	-1,330	-12	-159	-292	+361
August	-1,066	+528	-2,839	-8	+792	-211	+672
September	+779	-110	-236	+17	+755	-162	+515
October	-804	-553	-659	-23	+474	-241	+198
November	-2,811	-63	-3,219	+1	+355	-375	+490
December	+24	+874	-1,558	-12	+381	-311	+650
1941							
Average	-1,703	-779	-748	-3	+45	-548	+122
January	-1,079	+1,210	-2,792	-10	+308	-411	+616
February	+1,193	+1,062	-658	+11	+315	-359	+822
March	+467	+311	-465	+19	+236	-540	+906
April	-3,074	-989	-1,724	0	+27	-533	+145
May	-1,903	-1,809	+1,312	-9	-652	-655	-90
June	-1,197	-1,622	+1,193	-26	-233	-344	-165
July	-579	-1,861	+2,148	-28	-83	-248	-507
August	-2,664	-1,609	-665	+8	+179	-192	-385
September	-4,054	-1,760	-1,975	-9	+153	-242	-221
October	-4,902	-1,568	-3,266	+5	+112	-256	+71
November	-2,023	-621	-1,289	-7	+55	-266	+105
December	-628	-87	-801	0	+99	-132	+293
1942							
Average (6 months)	-2,818	-1,528	-825	1-15	+7	1-495	1-44
January	-2,332	-282	-1,399	1-1	+62	1-991	1-277
February	-2,516	-856	-1,201	1-11	+32	1-646	1-166
March	-2,451	-1,356	-938	1-24	+35	1-343	1-175
April	-2,903	-2,109	-267	1-14	-48	1-304	1-162
May	-3,898	-2,504	-645	1-11	-35	1-425	1-278
June	-2,803	-2,056	-499	1-29	-41	1-263	1-455

<sup>1</sup> Cases opened include those opened because of inadequacy, as well as because of loss, of income from given source.

<sup>2</sup> Does not include cases opened because of inadequacy of wages.

<sup>3</sup> Does not include cases opened because of discontinuance of aid to the blind.

<sup>4</sup> Includes cases opened because of inadequacy of wages from public employment other than WPA, and cases opened because of discontinuance of aid to the blind.

and in the first half of 1942. Until March 1942, however, it remained higher than the proportion of all WPA workers whose earnings were concurrent with relief. The greater extent of relief supplementation of NYA earnings is probably due to the fact that NYA was designed to provide individual rather than family income; monthly NYA earnings are well below WPA earnings, and, furthermore, NYA workers are usually secondary wage earners, for whom New York City relief allowances and permissible deductions from earnings are generally somewhat more liberal than for employed heads of families. Cases of concurrent supplementation of CCC income were of much less importance than either WPA or NYA supplementation, not only in relation to the home relief load, but also in relation to the CCC load. The families of fewer than 6 percent of the CCC enrollees received concurrent supplementary relief during 1940, the only period for which data on CCC enrollment are available.

Neither the NYA nor the CCC program had much influence on openings or closings of relief cases. However, the CCC program influenced relief turn-over more greatly than did the larger NYA program, probably partly because the fixed CCC allotments to dependents were roughly comparable with total NYA earnings of the out-of-school workers and partly, too, because needs of the entire family group may have been considerably affected by the CCC enrollee's absence from home or by his return.

#### **Home Relief and Unemployment Insurance**

The direct measurable effect of the unemployment insurance system on the relief load, in terms both of concurrent supplementation and of relief turn-over, was considerably less than that of the WPA or private employment. Undoubtedly, the chief effect of unemployment insurance was indirect, in that partial compensation for loss of earnings enabled many workers to manage without relief who might otherwise have had to apply for some form of public aid. Then, too, expanding industrial activity in 1940 and 1941 increased the chances of a worker's returning to private employment before or shortly after his benefit rights had been exhausted.

Relief cases with income from unemployment insurance constituted no more than 8 in every 1,000 relief cases in any month of 1940 and over

the entire year averaged only 4 in every 1,000. In 1941 and 1942 the proportion declined, averaging approximately 3 in every 1,000 cases for 1941 and 2 in every 1,000 for the first 6 months of 1942. The declines may be attributed partly to the reduction of the unemployment insurance load and probably also to generally higher benefit payments. The proportion of unemployment insurance beneficiaries in households concurrently receiving relief ranged from a high of 9 in 1,000 in March 1940 to 2 in 1,000 in June 1942.

One reason for the relatively low proportion of insurance beneficiaries who received supplementary relief is the fact that workers who move from full-time private employment to unemployment insurance may have some savings to tide them over for a short period or can for a time get credit from the grocer, the landlord, or other sources. On the other hand, the very fact that certified WPA workers were eligible for relief at the time of assignment to WPA makes them less likely to have such savings or income from other sources and hence more likely to qualify for relief even though WPA earnings are in general substantially higher than unemployment benefits. Moreover, insurance beneficiaries have not ordinarily been a part of the relief load immediately before they become eligible for insurance benefits, whereas in New York where persons certified to WPA all come from the relief rolls, the needs of these workers are known to the relief agency at the time of assignment and, if the budgeted needs of the family exceed the WPA earnings plus any other outside income, the family is not dropped from the rolls but receives supplementary relief.

Turn-over of relief cases is affected in various ways by the operation of the unemployment insurance system. Relief cases closed because of receipt of unemployment insurance are usually those of workers who either received relief only during a waiting period or were on relief and again became eligible for benefits early in the new benefit year. A case classified as opened because of unemployment benefits may be accepted for relief while awaiting benefits, while receiving benefits which fall below the full relief budget for the family's needs, or after benefit payments have ceased.

In a broad sense, the opening of relief cases because of loss of private employment by persons not awaiting unemployment insurance is also

related to the insurance system. No specific information is available on the reasons why workers in these relief cases are not eligible for unemployment insurance. A special survey<sup>6</sup> of all New York City relief cases accepted during a 5-week period in November and December 1941 indicated that, of the 2,755 adults in these cases who had been formerly employed, 2,117 were ineligible for unemployment benefits in the benefit year beginning April 1, 1941. Of this number, 42 percent had been in noncovered employment, chiefly in establishments with fewer than 4 employees. Second in importance to noncoverage was lack of sufficient wage credits, which barred 36 percent, the majority of whom had had no earnings in covered employment in the base year. Others were ineligible because they were either not able to work or not available for employment. Only 3.7 percent were ineligible at the time of acceptance for relief because they had exhausted their benefits for the current year during earlier spells of unemployment.

The average monthly number of home relief cases opened because of inadequacy or cessation of unemployment benefits declined from 490 in 1940 to 210 in 1941, and for the first 6 months of 1942 was only 66. Of the New York City workers who exhausted their benefit rights in the calendar year 1940, about 2 percent were accepted for relief specifically because of the cessation of benefit payments; during 1941, the proportion dropped to about 1 percent. Cases opened for workers awaiting unemployment insurance also declined during the 2½-year period, although less sharply; they averaged 380 a month in 1940, 220 in 1941, and 180 in the first half of 1942. Some of these cases were opened during the required 3-week waiting period for unemployment benefits; others undoubtedly were those of workers temporarily disqualified for benefits because of withdrawal from the labor market or refusal to accept employment, or for some other reason.

Cases closed because unemployment insurance was received dropped from a monthly average of 330 in 1940 to 170 in 1941 and only 65 during the first 6 months of 1942. This downward trend is associated not only with a generally declining unemployment insurance load but also with

<sup>6</sup> Results of this survey conducted by the New York Unemployment Insurance Advisory Council and the Department of Welfare are summarized in *Unemployment Insurance and Home Relief*, Department of Welfare, City of New York, Sept. 26, 1942. For reasons for ineligibility, see p. 18, table 16.

higher earnings in private employment and better opportunities for workers to manage without resorting to relief during waiting periods for unemployment insurance. In 1940, 1.4 relief cases were closed for every 100 first payments of unemployment benefits, but in 1941 this figure was only 0.5.

Relief case openings due to inadequacy or cessation of benefit payments outnumbered case closings due to receipt of benefits in all months of 1940 and 1941, except May, June, and July of both years, when the relationship was reversed. Thus, the uniform benefit year (beginning April 1 until 1942, when the date was changed to June 1) influenced seasonal trends not only in the number of insurance beneficiaries but also in the movement of cases between the unemployment insurance and the relief programs. In 1942, case closings directly related to the insurance system exceeded case openings in April, May, and June, as workers applied for additional benefits for the extended benefit year or became eligible for insurance in the new benefit year in June.

Some information on the characteristics and circumstances of unemployment insurance beneficiaries in relief households is available from three special surveys.<sup>7</sup> None of these surveys attempts to measure the extent of concurrent supplementation of insurance by relief. They provide data on beneficiaries in households which received relief at some time during a specified period—in one case, the benefit year; in one, 18 months; and in the third, 3 years. All three studies indicate, as do the New York City figures, that exhaustion of unemployment benefit rights is not a primary cause of relief supplementation. In Detroit, Mich., 26 percent of the beneficiaries who exhausted their rights in the benefit year ended June 30, 1939, were in households which received relief at some time between January 1, 1938, and June 30, 1939. However, 16 percent received relief before receipt of benefits, 7.5 percent both before and after, and only 2.6 percent received relief for the first time during these 18 months after exhausting their benefit rights. In Polk

<sup>7</sup> Crearner, Daniel, and Wellman, Arthur, "Adequacy of Unemployment Benefits in the Detroit Area During the 1938 Recession," *Social Security Bulletin*, Vol. 3, No. 11 (November 1940) pp. 3-11; Freeman, Homer J., "Unemployment Benefit Rights and Beneficiaries in Polk County, Iowa, 1938-39," *Social Security Bulletin*, Vol. 5, No. 1 (January 1942), pp. 15-24; Bloom, Marvin, "Unemployment Compensation Beneficiaries and Benefit Rights in Ramsey County, Minnesota, 1939," *Social Security Bulletin*, Vol. 5, No. 8 (August 1942), pp. 17-30.

County, Iowa, in 1939, 13 percent of all beneficiaries studied were in households which received relief at some time during the benefit year, while 5.2 percent received relief only after exhaustion of benefit rights.

In the Ramsey County, Minn., study, relief experience was measured over a 3-year period, 1938-40, for beneficiaries whose benefit years ended in the first quarter of 1940. Altogether, 23 percent of the beneficiaries who exhausted their benefit rights were in households known to relief, but only 1.6 percent first received relief after exhausting benefit rights. The great majority of households had been receiving relief prior to the beneficiary's separation from employment. In other words, it would appear that many of the families which receive relief in supplementation of unemployment benefits have also received relief in supplementation of private earnings.

In both the Iowa and Minnesota studies it was clear that the unemployment insurance beneficiaries in relief and in nonrelief households differed little with respect to age, occupation, weekly benefit amount or potential duration of benefits, but that the relief households were notably larger and the beneficiaries receiving relief had on the average more dependents than those not receiving relief. The special New York City relief study referred to above also indicated that the size of the unemployment beneficiary's family affected his relief status; the larger the family, the sooner after loss of employment was it necessary for the family to apply for relief.

#### ***Home Relief and Old-Age and Survivors Insurance***

Old-age and survivors insurance, under which the first monthly benefits were paid in January 1940, has had no very great direct effect on the home relief load, but the number of relief cases with outside income from old-age and survivors benefits rose with some consistency from 4 cases in July 1940, the first month for which data are available, to 230 in June 1942. The effects of old-age and survivors benefits were presumably greater with respect to old-age assistance and aid to dependent children than with respect to home relief.

Because of the nature of old-age and survivors insurance benefits, it is unlikely that many relief cases have been opened because of the discontinu-

ance of such benefits, although specific information is not available. The average monthly number of relief cases closed because of receipt of old-age and survivors insurance benefits was 10 in 1940, 15 in 1941, and 10 in the first half of 1942.

#### ***Home Relief and Special Types of Public Assistance***

Cases of concurrent relief supplementation of old-age assistance, aid to dependent children, and aid to the blind may have an importance not entirely revealed by their relatively low ratios to the total home relief load, for the relative importance of these types of supplementation cases increased somewhat while concurrent supplementation of other public programs generally declined. There are, of course, two basic reasons for the rising proportions of home relief cases with outside income from these special types of public assistance: First, case loads for old-age assistance and aid to the blind increased during 1940 and 1941, and, although the load for aid to dependent children declined, the decrease was less rapid than that of the WPA load, for example; second, because of the long-term nature of these programs, turn-over within the public assistance loads is not nearly so great as in unemployment insurance and Federal emergency employment.

These assistance programs differ considerably from the public programs previously discussed not only in their characteristics but also in their relationships to the home relief program. Since the amounts of payments under the special types of public assistance are determined in accordance with budget schedules similar to those used for general relief, concurrent supplementary relief is not granted in New York for individuals receiving special assistance payments but may be allowed other members in those households. Furthermore, the influence of the special assistance programs on relief turn-over, unlike that of other public programs or private employment, is consistently apparent chiefly in the movement of cases from relief to special assistance. Ordinarily these cases have been accepted for relief pending verification of eligibility for assistance—a period which usually does not exceed 3 months—or have become eligible for special assistance for the first time while receiving relief. The much smaller number of cases moving in the opposite direction—that is, from special assistance to the relief rolls—

represents cases of continuing need that have ceased to meet other eligibility requirements for special assistance, such as age of children or absence of the parent from home.

The proportion of relief cases which had income from old-age assistance rose from 3.1 percent in January 1940 to 4.5 percent in June 1942. Similarly, home relief cases with income from aid to dependent children increased from 2.0 to 3.0 percent. Home relief cases receiving aid to the blind made up 0.2 percent of all relief cases in January 1940 and 0.4 percent in June 1942.

Of perhaps greater importance than the increases in the proportions of relief cases receiving special assistance—a rise which partly reflects the relative stability of these cases in a generally declining relief load—is the fact that such cases also increased somewhat in relation to the size of the loads of the various special assistance programs during 1940 and 1941. Old-age assistance recipients in households receiving relief averaged 9.4 percent of the total number of old-age assistance recipients for all months of 1940 and 9.7 percent for all months of 1941, but by June 1942 had dropped to 9.0 percent. Cases receiving both relief and aid to dependent children rose more sharply, from 12.3 percent of all aid to dependent children cases in January 1940 to 17.8 percent in April 1941; thereafter they declined somewhat, and during the first half of 1942 remained fairly constant at about 17 percent of the total. The proportion of all recipients of aid to the blind in households receiving relief rose fairly steadily from 21 percent in January 1940 to 26 percent in January 1941 and thereafter varied only slightly from month to month.

One possible reason for increases apparent in 1940 and 1941 is that, as living costs rise, the budget deficit for the entire family group is more likely to exceed the amount of the individual public assistance payment, in which case supplementary home relief may be needed. On the other hand, a rise in living costs may be more than offset by new or increased family income from private sources, a factor which may account for the slight reductions in 1942 in the number of old-age assistance and aid to dependent children cases with income from home relief.

That relief is granted concurrently with aid to the blind more frequently than with either of the other types of public assistance is perhaps

due partly to the fact that, unlike payments for aid to dependent children, which in New York City may include an allowance for the parent or other relative responsible for the care of eligible children, payments under the aid to the blind program in New York City are limited to the individual recipient. Furthermore, a larger proportion of persons receiving aid to the blind than of persons receiving old-age assistance live in households with other persons, and fewer live alone or with their spouses only. Consequently, a larger proportion of persons receiving aid to the blind are found in households receiving some other type of assistance. In New York City, aid to the blind is not granted to children under 18 if they are living in families receiving relief or to children under 16 receiving aid to dependent children. Undoubtedly, a high proportion of the recipients of aid to the blind are adults, many of whom may have dependents whose needs can be met only by home relief.

As was to be expected, throughout the 2½-year period, cases closed because of receipt of any one of the three types of special assistance far outnumbered cases opened because of the cessation of such assistance. In fact, during 1940 and 1941 the average monthly number of cases closed because of receipt of special assistance was almost four times the average number of cases opened because of loss of special assistance, and, during the first 6 months of 1942, case closings outnumbered case openings more than 6 to 1. The ratio of case openings to case closings differed, however, for the three special assistance programs. During the 2½-year period the monthly number of relief cases closed because of receipt of old-age assistance ranged from 97 to a high of 677, whereas no more than 5 cases were opened in any month because of loss of income from this type of assistance, which generally is discontinued only if adequate private resources become available or if the recipient dies. Almost half of all old-age assistance case closings during the entire period were due to the death of the recipients; other reasons for case closings included increased resources, savings, or support from relatives; institutionalization; and moving away from the city.<sup>8</sup>

Naturally enough, since aid to the blind is a

<sup>8</sup> New York City Department of Welfare, *Monthly Statistical Report*, January 1940-June 1942.

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relatively small program, even fewer relief cases were opened because of discontinuance of aid to the blind than because of discontinuance of old-age assistance. Relief case closings because of receipt of aid to the blind were considerably higher than case openings but were still insignificant.

On the other hand, relief cases opened because of discontinuance of aid to dependent children not only greatly outnumbered cases opened because of discontinuance of either of the other two types of special assistance but also much more nearly approached the number of case closings directly related to this assistance program. This situation was to be expected, as cases may cease to be eligible for aid to dependent children for a variety of reasons not necessarily associated with increased resources. Of all such cases closed during the year ended June 1942, almost a third were no longer eligible for this type of assistance either because the children had reached their sixteenth birthday or because parents had returned home, recovered from illnesses, or remarried.

#### Conclusion

Although, in a period of declining relief rolls, the extent of supplementation of other programs by general relief may not be great in terms of absolute numbers of cases, the proportion of New York City home relief cases receiving income from other sources is by no means insignificant. In no month of the first half of 1942 did the supplementary relief load fall below a third of the total case load. The proportions of beneficiaries of other programs in households also receiving home relief in June 1942 ranged from less than 1 percent of all unemployment insurance beneficiaries to one-fourth of all recipients of aid to the blind. About a sixth of all cases of aid to dependent children and a

tenth of all WPA workers were in households receiving supplementary relief grants.

Relief case closings outnumbered case openings in most months of the 2½-year period ended June 1942, and in all months but one from April 1941 onward. Transfers to WPA employment were of greatest significance in the over-all reduction of the relief load in 1940 and in most months of 1941, but, during the second quarter of 1942, private employment was by far the most important single factor. In June, transfers to private employment accounted for almost three-fourths of the total net reduction in the case load.

Relationships between home relief and other public programs and between home relief and private employment in New York City cannot of course be considered representative of such relationships in other areas, but the data for New York City do reveal the extent and patterns of the interrelationships of relief and other programs in a city where home relief grants and policies are relatively liberal. In many areas where relief is limited to "unemployables" or where relief budgets are so low as to make families with very meager income ineligible for any form of relief, the total supplementation load would of course be relatively smaller than in New York City. Also, the movement of cases between general relief and other programs is conditioned by the character of the relief load and the policies and procedures of the relief and other agencies in any given area.

Many of the trends in relief supplementation and in turn-over apparent during years of rising industrial activity may be reversed if there is heavy post-war unemployment. Within the more immediate future, the liquidation of the WPA program may result in an increase in the relief rolls when adequate private employment is not immediately available.

# Service, Compensation, and Age of Railroad Employees, 1941

IRA MARSHAK\*

**COMPENSATION CREDITED** under the Railroad Retirement and Unemployment Insurance Acts aggregated \$2.6 billion for the calendar year 1941. This total is based on quarterly and annual reports of wages and service of covered employees, submitted to the Railroad Retirement Board by railroad employers. Annual summaries of these compensation reports were tabulated to permit analyses of personal and economic characteristics of workers with wages credited in 1941. Reported compensation approximating \$19.7 million was excluded from the tabulations because of incomplete identification. The tabulations also exclude earnings for any employee in excess of \$300 for any month.<sup>1</sup>

Compensation credited for 1941 was the highest recorded in the 5 calendar years for which wage and service records have been maintained by the Board. It exceeded the comparable 1940 total of \$2.2 billion by 19 percent. The increase was due mainly to the 20-percent rise in the railroad labor force, from 1.7 million to 2.0 million.

Notwithstanding the rise in total compensation, the average compensation of all employees who worked in the railroad industry in 1941, regardless of length of service, fell from \$1,333 in 1940 to \$1,311 in 1941, a decrease of 1.7 percent. This decline was the result of a number of opposing factors.

Among the elements leading to an increase in average annual earnings were (1) the rise in the number of workers with more continuous employment; (2) the order of the Wage and Hour Administrator, effective March 1, 1941, which established a 36-cent minimum hourly rate for employees of class I railroads; and (3) the general wage-rate increases provided under the emergency wage order of December 1941 and applicable to the last 4 months of that year.

\* Railroad Retirement Board, Office of Director of Research.

<sup>1</sup> For a detailed description of the method of tabulation, see prefatory note to *Compensation and Service, Railroad Employees, 1941: Statistical Tables*, Railroad Retirement Board, December 1942. The method of allocating individual accounts by class of employer and occupation in 1941 differed slightly from that of previous years, but comparability of the data is not affected appreciably.

According to reports of class I railroads to the Interstate Commerce Commission, back pay increased total compensation for September, October, and November 1941, the period to which it applied, from \$596,000 to \$661,000, or about 11 percent. The increase for the calendar year 1941, due to the wage-rate advance, may therefore be estimated roughly at 4 percent of credited compensation.

The principal factors causing a decline in average compensation were the large number of employees, estimated at 550,000, who entered the industry for the first time in 1941, and the rise in the number who left. The increased number of separations resulted in larger numbers who did not work the full year, and the new employees, entering at various times during the year, naturally did not have the opportunity for a full year's employment. The relatively low wages of both groups had a greater effect on the over-all average than in 1940, since they constituted a larger fraction of the total number of workers.

Since wage rates, service months, and annual earnings vary in accordance with occupation, changes in the occupational pattern of the labor force have an important effect on average compensation. The proportion of employees in low-wage, short-service employment increased in 1941, thereby causing a reduction in the figure for average annual earnings of all employees.

The influx of new workers and the change in occupational composition of the working force is also reflected in the decline in the average number of months of credited service. For the industry as a whole, the average fell to 8.7 months in 1941, from 9.4 in the previous year, a drop of 7.4 percent. A decline in average service greater than a decrease in average annual compensation indicates an increase in the average earnings per month of service. This average rose from \$142 to \$151.

## ***Wage and Service Distribution***

The comparison of averages is likely to be very misleading unless it is supplemented by informa-

tion on the wage, service, and occupational distribution of employees in 1940 and 1941. The distribution by wage groups serves to clarify the effect on the wage pattern of the considerable growth of the railroad labor force (table 1). There was a striking increase in 1941 in both the lower and upper wage brackets. Some 656,000 employees, or 33 percent of the total, earned less than \$600 in 1941 compared with 28 percent in 1940. The wage groups between \$600 and \$2,000 included about the same number in each year: 789,000 in 1941 and 782,000 in 1940. Employees who earned \$2,000 or over in 1941 numbered 560,000—24 percent more than in the previous year. The changes in the wage distribution reflect both the accession of new workers and the better employment opportunities and higher wage rates of those already attached to the industry.

Even though average annual compensation declined in 1941, a rise in compensation is to be noted for each group in the distribution by months of service (table 2). This seeming paradox is the result of the shift in the service distributions. As compared with 1940, there was an increase in the proportion of short-service employees. Only 56 percent of all employees were credited with 12 months of service in 1941 compared with 63 percent in the previous year. On the other hand, the number who worked 3 months or less in covered employment increased from 17 to 22 percent.

The differences between the increases in annual

**Table 1.—Railroad retirement: Number and percentage distribution of employees by amount of credited compensation in 1941 and 1940**

Credited compensation	All employees			
	1941		1940	
	Number	Percentage distribution	Number	Percentage distribution
Total	2,005,009	100.0	1,670,947	100.0
Less than \$200	423,371	21.1	200,131	17.9
200-399	136,199	6.8	92,423	5.5
400-599	96,784	4.8	73,656	4.4
600-799	87,462	4.4	85,851	5.2
800-999	103,591	5.2	105,165	6.3
1,000-1,199	114,794	5.7	110,942	6.7
1,200-1,399	108,427	5.4	105,100	6.3
1,400-1,599	112,356	5.6	117,411	7.0
1,600-1,799	127,848	6.4	128,945	7.7
1,800-1,999	134,628	6.7	128,795	7.7
2,000-2,399	245,127	12.2	194,012	11.6
2,400-2,799	150,408	7.5	110,072	6.6
2,800-3,199	84,364	4.2	60,729	3.6
3,200-3,599	56,611	2.8	37,329	2.2
3,600	23,039	1.2	21,386	1.3

**Table 2.—Railroad retirement: Number of employees and average credited compensation, by number of months of service, 1941 and 1940**

Months of service	Employees				Average compensation		
	1941		1940		1941	1940	Per- cent- age change
	Number	Per- centage distribution	Number	Per- centage distribution			
Total	2,005,009	100.0	1,670,947	100.0	\$1,311	\$1,333	-1.7
12	1,119,119	55.8	1,053,402	63.0	2,009	1,859	+8.1
11	56,203	2.8	60,523	3.6	1,394	1,270	+9.8
10	49,408	2.5	41,837	2.5	1,162	1,052	+10.5
9	50,310	2.5	41,288	2.5	1,000	900	+11.1
8	46,442	2.3	35,188	2.1	812	733	+10.8
7	52,639	2.6	34,651	2.1	698	598	+16.7
6	57,522	2.9	37,031	2.2	567	484	+17.1
5	62,944	3.1	38,020	2.3	431	372	+15.9
4	75,050	3.7	45,127	2.7	308	266	+15.8
3	94,504	4.7	56,099	3.4	200	175	+14.3
2	131,477	6.6	77,676	4.6	95	83	+14.5
1	209,391	10.5	150,105	9.0	31	26	+19.2

compensation in the various service-month groups are especially notable, the percentage advance being generally greater as the number of months of service decreases. The increases are due in part to greater continuity of employment within the months actually worked, as shown by reports of class I railroads to the Interstate Commerce Commission, which indicated an additional 3 percent in average hours compensated. Part is also attributable to the higher wage rates. The larger percentage increases for the short-service groups reflect the relative weighting of the wage advance in favor of employees in the lower-wage occupations who had less service than those in the higher-paid occupations.

Increases in employment were recorded for all classes of employers except class II and III railroads; the increases ranged from 9 percent for the Pullman Company to 21 percent for class I railroads (table 3). Although all employer classes, including the short lines, participated generally in the great expansion of traffic in 1941, changes in employment are not necessarily directly related to changes in volume of business.

The acceptance of new companies into coverage under the act, and the inclusion in 1941 of data for companies whose reports of compensation were not available when the 1940 figures were prepared, must also be taken into account. Thus, switching and terminal companies other than class I, for which a 20-percent increase is recorded, actually experienced an increase of about 15 percent; similarly the 14-percent in-

crease for electric railroads is closer to 2 percent. In both employer classes, particularly the latter, companies which did not report in 1940 submitted statements for 1941, and their employees were counted among the 1941 accessions.

Much of the variation is due to the difference in occupational composition of the various employer groups, which is in turn related to the character of their operations. For example, a large part of the increase in class I employment is attributable to the considerable growth of maintenance-of-way employment; the Pullman Company, on the other hand, employs no maintenance-of-way workers.

The decrease in average service months also affected average compensation. The two employer classes showing declines in average annual compensation—class I railroads and car loan companies—experienced the largest reduction in average service. Accordingly, average compensation of employees of class II and III railroads, in which the smallest decrease in average service was noted, showed the largest rise.

As is indicated in table 2, changes in annual earnings are more significant when related to employees with the same amount of service in each year. Of special importance are those employees who worked 12 months in each year. This group constituted 56 percent of all employees with service in 1941. The tabulation below shows the percentage change from 1940 to 1941 in the number of employees with 12 months of service and their average annual compensation.

Class of employer	Number of employees	Average compensation
Class I railroads	+6.3	+8.3
Class II and III railroads	-6.3	+9.6
Switching and terminal companies, class I	+6.1	+7.6
Switching and terminal companies, other than class I	+11.7	+8.4
Electric railroads	+3.6	+7.6
Railway Express Agency	+7.3	+4.3
Pullman Company	+9.0	+9.0
Car loan companies	+3.5	+6.2

The largest growth in the number of steadily employed workers, 12 percent, is shown for switching and terminal companies other than class I. The smallest increase, 3.5 percent, was recorded for car loan companies. Only class II and III railroads showed a decrease. Increases in average compensation are noted for every class of employer; the sharpest rise was in class II and III railroads.

### Occupational Groups

Because of the wide occupational differences in continuity of employment and wage rates, these factors must be considered in evaluating annual average wages, even when the fully employed group is separated from the others. For this reason, data are presented in table 4 for selected occupational groups of class I railroad employees, who accounted for 86 percent of all covered employees in 1941. Although every group showed increases in employment, there was considerable variation, ranging from 3 percent for station agents and telegraphers to 53 percent for extra-gang men. Generally the groups showing the greatest growth included the lower paid, less skilled employees. Increases approximating 50 percent were recorded for extra-gang men, shop laborers (maintenance of equipment and stores), and station-and-platform laborers. These three groups accounted for 46 percent of the net addition to the labor force on class I railroads. The next largest increase, 21 percent, was for helpers and apprentices.

All but three groups—clerical employees, shop laborers, and station-and-platform laborers—scored advances in average wages; they varied from 3 percent for skilled maintenance-of-way employees to 12 percent for the skilled shop-craft employees.

As expected, the changes in average annual wages were closely related to changes in average service. The two laborer groups which showed decreases of 10 and 14 percent in average wages suffered decreases of 18 and 22 percent in average service. On the other hand, skilled shop employees, who registered the largest percentage increase in compensation, experienced no decline in average service.

The proportion of employees with 12 months of service in 1941 differed considerably from group to group. For the extra-gang men, other maintenance-of-way men, station-and-platform laborers, and shop laborers, the proportion of full-time workers ranged from 7 to 39 percent. For skilled shop employees, station agents and telegraphers, and engineers and conductors, the percentage with substantially steady employment was much greater, constituting 84 to 88 percent of all employees in each group.

In 1941, there were more employees with 12 months of service in all groups except shop

Table 3.—Railroad retirement: Number of employees, average credited compensation, and average number of months of service, by selected class of employer, 1941 and 1940

Class of employer	Number of employees			Average credited compensation			Average number of months of service		
	1941	1940	Percentage change	1941	1940	Percentage change	1941	1940	Percentage change
Class I railroads	1,721,577	1,421,222	+21.1	\$1,331	\$1,359	-2.1	8.7	9.5	-8.4
Class II and III railroads	1,24,840	25,367	-2.1	1,058	994	+6.4	8.7	8.9	-2.2
Switching and terminal companies, class I	52,269	45,287	+15.4	1,404	1,394	+7	8.8	9.3	-5.4
Switching and terminal companies, other than class I	30,976	25,768	+20.2	1,146	1,123	+2.0	8.0	8.3	-3.6
Electric railroads	20,034	17,544	+14.2	1,220	1,215	+4	9.0	9.5	-5.3
Railway Express Agency	87,484	77,963	+12.2	1,149	1,142	+6	8.1	8.3	-2.4
Pullman Company	27,950	25,543	+9.4	1,209	1,190	+1.6	9.7	10.4	-6.7
Car loan companies	15,333	13,604	+12.7	921	952	-3.3	7.4	8.0	-7.5

<sup>1</sup> For purposes of comparability with 1940, includes 518 employees of a carrier classified by the Interstate Commerce Commission as a class I railroad, effective Jan. 1, 1941.

and station-and-platform laborers. Although the number of extra-gang men increased 28 percent, the rise is not particularly significant, since employees with 12 months of service formed only 7 percent of all extra-gang men. The largest gains in full-time employment were achieved by skilled shop employees and firemen and brakemen; together these groups accounted for 60 percent of the net gain on class I railroads.

In general, the effect of improving business conditions on average compensation was more favorable for the group with 12 months of service than for the total group. For the former, the increases varied from 4 percent for engineers and conductors to 15 percent for other maintenance-of-way men. The four laborer groups, whose average compensation ranged from \$1,074 to \$1,368, showed the most substantial improvement over

1940—from 12 percent for extra-gang men to 15 percent for other maintenance-of-way men. On the other hand, engineers and conductors, who had the highest average compensation—\$2,988—registered the smallest rise. These figures reflect, for the most part, the varying effect of the minimum wage order.

#### Geographic Distribution

The great expansion of railroad activity engendered by the accelerating defense and war-production program had different impacts in various parts of the country (table 5). The largest increases in employment were in the eastern and western districts, where the number of employees rose 23 percent, almost double the increase for the southern district. Especially notable are the 30 and 28-percent advances in

Table 4.—Railroad retirement: Number of employees of class I railroads, average credited compensation, and average number of months of service, by selected occupational group, 1941

Occupational group	Number of employees					Average credited compensation per employee					Average number of months of service	
	Total		Employees with 12 months of service			Total		Employees with 12 months of service				
	Number 1941	Percent- age change from 1940	Number 1941	Percent of total	Percent- age change from 1940	Amount 1941	Percent- age change from 1940	Amount 1941	Percent- age change from 1940	1941	Percent- age change from 1940	
Clerical	136,957	+15.2	106,958	78.1	+3.4	\$1,633	-1.7	\$1,919	+5.8	10.6	-5.4	
Maintenance of way and structures, skilled	36,425	+14.3	25,233	69.3	+9.2	1,586	+3.0	1,934	+7.2	10.3	-3.7	
Extra-gang men	174,504	+53.0	12,626	7.2	+27.7	266	+5.1	1,079	+12.4	4.1	-2.4	
Maintenance of way and structures, laborers other than extra-gang	243,479	+19.8	78,323	32.2	+1.4	522	+5.2	1,074	+14.6	6.6	-7.0	
Maintenance of equipment and stores, skilled	161,937	+9.7	135,868	83.9	+13.6	2,005	+11.7	2,188	+10.5	11.2	0	
Maintenance of equipment and stores, laborers	120,812	+48.0	46,703	38.7	-6.5	750	-14.0	1,317	+13.0	7.4	-22.1	
Helpers and apprentices	127,599	+20.8	78,405	61.4	+10.3	1,244	+5.2	1,614	+11.9	9.7	-5.8	
Station agents and telegraphers	49,116	+2.9	42,260	86.0	+2.5	1,870	+3.3	2,055	+4.4	11.2	-9	
Station-and-platform laborers	115,397	+48.7	35,709	30.9	-1.5	608	-10.2	1,368	+13.2	6.3	-18.2	
Engineers and conductors	92,412	+6.4	81,274	87.9	+7.3	2,833	+4.2	2,988	+4.0	11.5	0	
Firemen and brakemen	220,252	+19.9	150,064	68.1	+13.8	1,965	+4.7	2,441	+7.8	10.2	-2.9	

**Table 5.—Number of class I railroad employees in 1941 and 1940 and percentage increase in 1941, by Interstate Commerce Commission district and region**

District and region	Number of employees		Percentage increase
	1941	1940	
Eastern district	738,161	601,032	22.8
Northeastern region	78,682	68,208	15.4
Great Lakes region	311,924	261,831	19.1
Central eastern region	347,555	270,993	28.3
Southern district	283,584	252,020	12.5
Pocahontas region	64,444	58,508	10.1
Southern region	219,140	193,512	13.2
Western district	699,832	568,170	23.2
Northwestern region	210,019	184,105	14.1
Central western region	357,902	274,626	30.3
Southwestern region	131,911	109,439	20.5

the central western and central eastern regions, respectively, which accounted for more than half the total increase on class I railroads. Although the regional allocation by the Interstate Commerce Commission of a particular railroad which serves more than one region is somewhat arbitrary, the figures reflect the expansion of activity in the industrial northeast and in the ship-building and aircraft centers of California and Oregon.

#### Selected Race and Sex Distributions

The employment of Negroes and of women in industry is of special interest in view of the present labor shortages, since these groups constitute the largest available pools from which new workers may be drawn. An increase in the number of male Negroes in the railroad industry was evident in 1941; they formed 11 percent of the railroad labor force in that year compared with 10 percent in 1940. In the case of women employees, although the number increased in 1941, as a proportion of all employees it declined slightly, from 2.8 percent in 1940 to 2.7 percent.

**Male Negroes.**—The number of Negro men rose from 159,608 in 1940 to 213,018 in 1941, an increase of 33.5 percent. As may be seen from table 6, an increase occurred for every class of employer.

The largest percentage gains took place in those groups with the greatest advances in total employment, as increasing use was made of Negroes in certain occupations in hiring new workers. Thus, while the increase in total employment on class I railroads was 21 percent, the number of Negroes rose 37 percent. For the smaller switching and terminal companies the corresponding figures were 28 and 20 percent. For every employer group the percentage increase was greater

for Negroes than for all employees; in the case of class II and III railroads the number of Negroes increased 3.5 percent although total employment declined slightly.

Average annual earnings of Negroes were \$685 in 1941 compared with \$703 in the previous year. The average number of months of credited service, however, fell from 8.6 in 1940 to 7.6 in 1941. The decline of 2.6 percent in annual average compensation, compared with a decrease of 11.6 percent in average service, indicates a rise in the amount of compensation per month of service, which advanced from \$82 to \$91.

The increase in employment of Negroes took place for the most part in those occupations in which they are customarily employed in large numbers, namely, the unskilled and semiskilled labor occupations. Because of the widely differing occupational distributions among Negro workers and other employees, which makes a comparison of general averages meaningless, an analysis was made of data for Negro and other employees in occupational groups which include 62 percent of male Negro employees on class I railroads (table 7).

The most striking increase in employment occurred among extra-gang men, where the number of Negroes more than doubled. Among station and platform laborers, 45 percent more Negroes were employed than in 1940.

A comparison of Negroes and other employees with 12 months of service shows an increase in the number of Negroes in each occupation. In maintenance of way—both among extra-gang and

**Table 6.—Railroad retirement: Number of male Negroes employed in 1941 and percentage change from 1940 for male Negroes and all employees, by selected classes of employer**

Class of employer	Male Negroes			All employees
	Number 1941	Percent of total employees in the group	Percentage change from 1940	
Total	213,018	10.6	+33.5	+20.0
Class I railroads	174,889	10.2	+37.0	+21.1
Class II and III railroads	4,166	16.8	+3.5	-2.1
Switching and terminal companies, class I	5,858	11.2	+21.9	+15.4
Switching and terminal companies, other than class I	5,916	19.1	+27.7	+20.2
Railway Express Agency	4,801	5.5	+17.6	+12.2
Pullman Company	12,979	46.4	+12.7	+9.4

<sup>1</sup> Includes 4,409 employees of electric railroads, car loan companies, railroads in Hawaii, labor organizations, railroad associations, and miscellaneous employers.

Table 7.—*Railroad retirement: Number of employees of class I railroads, number with 12 months of service, and average credited compensation, for selected occupational group, by race, 1941*

Occupational group	All class I employees			Employees with 12 service months		
	Number 1941	Percent of total	Percent change from 1940	Number 1941	Percent change from 1940	Average credited compensation
						Amount 1941
Extra-gang men:						
Male Negroes	33,851	19.4	+118.5	3,306	+32.5	\$503
Other	140,653	80.6	+14.3	9,320	+26.1	1,141
Other maintenance-of-way laborers:						
Male Negroes	42,817	17.6	+27.9	17,818	+3.5	917
Other	200,662	82.4	+18.2	60,505	+9	1,121
Shop and stores laborers:						
Male Negroes	21,487	17.8	+25.6	12,834	+1.2	1,185
Other	99,325	82.2	+53.9	33,869	-9.2	1,367
Station-and-platform laborers:						
Male Negroes	33,253	28.8	+45.4	11,947	+3.4	1,166
Other	82,144	71.2	+50.0	23,762	-3.8	1,469

other laborers—the increase for white employees was less than for Negroes; in the other two occupational groups, the number of full-time white workers decreased.

Negro maintenance-of-way laborers showed the greatest percentage increase in annual wages. The increase for extra-gang men was 17.6 percent, for other maintenance-of-way laborers, 20.2 percent, compared with increases of 11.3 and 13.6 percent, respectively, for other employees. The larger percentage increases for the low-paid employees probably reflect the flat increases in wage rates under the emergency wage agreements and the effect of the minimum wage order.

*Female white workers.*—The number of white women in the railroad industry increased 16 percent—from 47,026 in 1940 to 54,704 in 1941. The increase on class I railroads, which employ 77 percent of all white women in the industry, was 15 percent, and for other classes of employers, 21 percent. The total average annual wage declined 3 percent, from \$1,158 to \$1,123. Average service months per employee decreased 6 percent; in 1941 white women were credited with 9.4 months of service and with 10.0 months in 1940. Again, this decline is attributable to the entrance of new employees in the industry all through the year.

There were no significant changes in the occu-

pational distribution of white women in the industry in 1941, mainly because of their extreme concentration in one occupational group. Almost 70 percent of the number employed on class I railroads are found among clerical employees, a group which includes less than 8 percent of all class I railroad workers. The rise in the number of female employees in that group was the same as for all clerical employees, 15 percent.

#### Age Distribution, 1940

In lieu of data on the age composition of employees in 1941, which has not yet been tabulated, an analysis of 1940 data has been included to round out this discussion.

The median age in 1940 of the 1,661,866 employees of known age was 42.1 years. About 33 percent were less than 35 years, 49 percent were between 35 and 55, and 18 percent were 55 years or older (table 8).

There are decided differences in the age composition of employees who worked in every month of 1940 and those who worked less than full time. The latter were, in general, much younger. Almost 60 percent were less than 35 years of age as compared with only 18 percent for the steadily employed group. Not quite 10 percent were 55 years of age or older, whereas the corresponding figure for the full-time employees was 23 percent. The median age of workers employed less than 12 months was 31.3 years, fully 15 years less than the median age of steadily employed workers.

Table 8.—*Railroad retirement: Number and percentage distribution of railroad employees with specified number of months of service, by age, 1940*

Age in 1940	All employees <sup>1</sup>		Employees with 12 months of service		Employees with less than 12 months of service	
	Number	Percent- age distribu- tion	Number	Percent- age distribu- tion	Number	Percent- age distribu- tion
Total	1,661,866	100.0	1,051,699	100.0	610,167	100.0
Median age	42.1		46.4		31.3	
Under 20	35,828	2.2	1,934	.2	33,894	5.6
20-24	178,220	10.7	34,867	3.3	143,353	23.5
25-29	170,928	10.3	63,009	6.0	107,919	17.7
30-34	166,021	10.0	90,223	8.6	75,798	12.4
35-39	190,677	11.5	127,286	12.1	63,391	10.4
40-44	215,000	12.9	160,340	15.2	54,660	9.0
45-49	208,386	12.5	167,841	16.0	40,545	6.6
50-54	192,988	11.6	160,471	15.3	32,517	5.3
55-59	155,401	9.4	130,681	12.4	24,720	4.0
60-64	101,785	6.1	83,541	7.9	18,244	3.0
65-69	38,502	2.3	26,748	2.5	11,754	1.9
70 and over	8,130	.5	4,758	.5	3,372	.6

<sup>1</sup> Excludes 9,081 employees of unknown age.

A more fundamental determinant of the age distribution of employees is their occupational composition, since the over-all service pattern is a reflection of the individual service characteristics of the various occupations. The relation between age, occupation, and continuity of employment is illustrated in table 9 for class I railroads. As may be expected, the oldest employees were engaged in occupations requiring considerable training and experience and in which employment was relatively stable. Thus, engineers and conductors, averaging 11.5 months of service during the year, constituted the oldest occupational group, with a median age of 56.1 years; 98 percent of them worked in each of the 4 years beginning with 1937, the first year for which compensation and service of all employees were reported to the Board.

The youngest workers, on the other hand, were found in occupations involving little skill and requiring mainly physical strength. The group with the lowest median age, 28.6 years, was the extra-gang men. Twenty percent of this group were continuously employed after 1937, and they averaged only 4.3 months of service in 1940.

The median age of employees of class I railroads who were in continuous service from 1937 to 1940 was 46.9 years—almost 19 years above the average for workers not continuously employed in that period. The reason for this difference is fairly clear. The first group is composed almost entirely of employees with a long period of service in the industry. The younger group, 392,861 employees, includes about 200,000 for whom com-

pensation reports were received by the Board for the first time in 1940. These new entrants, who are much younger than employees with a long service record, brought the median age of the group not continuously employed down below 30 years. In 1940 the median age of new entrants was 26 years.

In 1937 the median age of covered employees was 41.3 years; it increased in 1938 to 43.0 years, declined in 1939 to 42.5 years, and still further in 1940 to 42.1 years. The changes in average age reflect changes in employment in the railroad industry from year to year. During a period of contracting employment, such as occurred in 1938, there is a tendency for the average age of active employees to increase, since younger employees are generally the first to be laid off. Conversely, when employment is expanding, the average age may be lowered because of the influx of new workers.

Although the age characteristics of the railroad population may be modified by the entrance of many employees into military service, withdrawals from the railroad labor force in 1941 because of induction into the armed forces were vastly overshadowed by the large number of employees entering the industry for the first time. It is estimated that less than 30,000 railroad employees entered military service in 1941. In view of the considerable increase in employment, particularly in occupations with a preponderance of young employees, a further reduction in average age probably took place in 1941.

**Table 9.—Railroad retirement: Number and median age of employees of class I railroads, by occupational group and employment status in previous years, 1940**

Occupational group	All employees <sup>1</sup>			Employees with earnings in each year, 1937-40		Other employees	
	Number	Median age	Average number of months of service	Percent of all employees	Median age	Percent of all employees	Median age
<b>Total</b>	<b>1,413,752</b>	<b>42.6</b>	<b>9.5</b>	<b>72.2</b>	<b>46.9</b>	<b>27.8</b>	<b>28.1</b>
Engineers and conductors	86,761	56.1	11.5	97.9	56.1	2.1	50.3
Executive, professional, and supervisory	75,997	50.1	11.6	96.0	50.5	4.0	33.1
Station agents and telegraphers	47,673	49.8	11.3	91.8	50.7	8.2	33.3
Gang foremen	43,963	49.6	11.6	96.8	49.9	3.2	38.2
Maintenance of equipment, skilled	147,475	48.1	11.2	90.6	48.6	9.4	43.5
Firemen and brakemen	182,892	45.6	10.6	83.7	47.1	16.3	33.6
Maintenance of way and structures, skilled	31,782	44.0	10.7	86.0	45.6	14.0	32.8
Clerical	118,794	41.5	11.2	89.6	42.6	10.4	26.5
Helpers and apprentices	105,330	38.7	10.3	74.5	42.6	25.5	26.6
Maintenance of equipment, unskilled	81,342	35.9	9.5	64.5	43.1	35.5	25.3
Station-and-platform laborers	76,695	34.5	7.8	51.9	43.0	48.1	27.1
Section men and other maintenance-of-way laborers	201,113	33.7	7.2	50.2	40.2	49.8	27.5
Extra-gang men	112,233	28.6	4.3	19.8	37.4	80.2	27.0
Not elsewhere classified	101,702	39.4	8.6	61.2	45.6	38.8	28.6

<sup>1</sup> Excluding 7,470 employees of unknown age.

# The Future of Medicine in Great Britain: A Review of the Medical Planning Research Report\*

*The December and January issues of the Bulletin carried summaries of recommendations made by British governmental and nongovernmental organizations to Sir William Beveridge and his Interdepartmental Committee on Social Insurance and Allied Services, and of the Beveridge report.<sup>1</sup> The report summarized here,<sup>2</sup> which appeared almost simultaneously with the Beveridge report, represents the proposals of a group of young medical practitioners concerned with the future of medicine in Great Britain and the pattern of the post-war society in which the new medical services must be built.*

THE INTERIM GENERAL REPORT of Medical Planning Research represents a synthesis of the proposals offered by some two hundred young medical practitioners, approximately half the membership of an organization formed in 1941 to plan for the future of medicine in Great Britain. Membership in the voluntary organization was solicited through the medical press, and all who cared to take an active part in its work were invited to join as actual contributors of recommendations or as critics of the plans proposed by other members. The members who prepared drafts of recommendations on which the present interim report is based are, for the most part, doctors who have been practicing less than 21 years or others connected with the health services who are not more than 45 years of age.

Like the Draft Interim Report of the Medical Planning Commission, issued by the British Medical Association several months earlier,<sup>3</sup> the report of Medical Planning Research (M P R) is intended not as a blueprint but as a basis for discussion and criticism. The present draft is a synthesis of many documents, none of which was written for publication. The aim of the small editorial group responsible for the draft was to

select the most constructive proposals and those most calculated to attract constructive criticism. Since many of the members of M P R are in service with the armed forces on distant fronts, it is proposed to allow at least 6 months for examination and detailed criticism of the present interim report by members and other interested persons before a final report is prepared. By withholding the names of the contributors, M P R believes that it will be possible for doctors and others serving in the armed forces to contribute to the discussion of post-war health services without conflicting with service regulations. "Medical opinion is on the move," the report says, "and no desire to suspend judgment can alter this fact. It is important, therefore, that men in the services should make their contribution now . . . ."

The Draft Interim Report issued by the British Medical Association dealt with the various proposals advanced for improved organization and enlargement of the scope and content of the medical services provided the British people by the State. Within that framework it made an exhaustive analysis of what should be done to make "available to every individual all necessary medical services, both general and specialist, and both domiciliary and institutional." In much the same field, the Society of Medical Officers of Health presented an interim report concerned mainly with proposals for administrative reorganization of the health program.<sup>4</sup>

M P R, on the other hand, starts with the thesis that proposals for the future of medicine

\*Prepared in the Division of Publications and Review, Office of the Executive Director.

<sup>1</sup> Otey, Elizabeth L., "British Proposals for the Future of Social Insurance and Services," *Social Security Bulletin*, Vol. 5, No. 12 (December 1942), pp. 11-21; and Ring, Martha D., "Social Security for Great Britain—A Review of the Beveridge Report," *Social Security Bulletin*, Vol. 6, No. 1 (January 1943), pp. 3-30.

<sup>2</sup> "Medical Planning Research; Interim General Report," Supplement to *The Lancet*, Vol. 243, No. 6221 (Nov. 21, 1942), pp. 599-622. An American edition will be available from Medical Administration Service, 1790 Broadway, New York City, which, jointly with *Medical Care*, is issuing the report in pamphlet form.

<sup>3</sup> Medical Planning Commission, *Draft Interim Report*, London: British Medical Association House, 1942, 45 pp.

<sup>4</sup> "A National Health Service: Interim Report of the Society of Medical Officers of Health," *Public Health*, Vol. 55, No. 12 (September 1942), pp. 199-202; see also the editorial, "Medical Planning—The Society's Report," in the same issue, p. 197.

must recognize two groups of problems connected with, but not strictly a part of, medical planning. First, since the group considers medical organization as very largely determined by the pattern of the society in which it exists, they examine the probable pattern of post-war society "to see the framework inside which the new medical services will have to be built." The second group of problems they see as "environmental planning for health and happiness," which demands "a study of the special measures which should be taken . . . to achieve the highest measure of positive mental and physical health."

M P R's approach to post-war problems parallels closely that of Sir William Beveridge and of Political and Economic Planning (P E P).<sup>5</sup> All three documents assume a concerted effort of the British people to abolish want, by maintaining a subsistence income for all segments of the population through maintenance of employment at high levels; by State responsibility for meeting part of the living costs of large families through adequate allowances, without means test, to families with young children; and by an expanded contributory social insurance program which will provide benefits for all persons whose incomes are interrupted by sickness, unemployment, or death of the family breadwinner.

#### **Patterns of Post-War Society**

Part 1 of the M P R report deals with the changes that are likely to occur in the social pattern and the changes that are considered essential for maximum health of mind and body. Underlying the proposals is the assumption that the controls necessitated by a war economy have come to stay and that "post-war industrial production will have to be planned nationally, first to meet the needs of the people and only then the luxuries." In wartime, personal wealth—in the form of goods and services received—is reduced to the lowest level compatible with efficiency in waging the war. All surpluses above the minimum needed "to keep citizens physically fit for their war work, and mentally content to go on doing it" are devoted to the war effort, through a series of industrial, social, and financial controls, including allocation of raw materials, control of production, rationing, and price fixing. The war has taught that the

limiting factors to national efforts are not finance, but rather the amounts of raw material, machinery, and labor a country possesses and the power to cooperate in using them. After the war, Britain can be nationally richer by the machinery and manpower freed from military purposes, but unless that wealth is used it will be only a potentiality. And if, after the war, the desires of some groups of people to revert to a free economy are realized, the story of 1918-39 will be repeated.

Action for the future, the report maintains, must be based on available real resources and priority of needs. Such resources will be greater after the war than during it. "There is no need for a return to pre-war poverty, slumps, or unemployment, if we are prepared to impose certain disciplines on ourselves. By continuing to sacrifice some freedoms, which we have willingly sacrificed in war, we can gain greater freedoms than we possessed before. . . . A planned health service is an A-1 priority. The best that the medical and allied professions can provide must be available for everybody. Provided this does not encroach on other A-1 priorities we need not count the cost. Since the productive wealth of Britain has never been greater, we can plan if not prodigally at least boldly."

The report holds that Britain must have a long-term planned population policy after the war. Children must be made an economic asset to all classes of the population, rather than a liability; in existing circumstances, children are "a bad cash investment" for all but agricultural laborers. The report recommends a universal system of adequate family allowances for all children and for young people up to the age of 25 if they continue at school. At the same time, there must be a universal system of free education for all children up to age 18, with emphasis on vocational training in the last 4 years. There should also be free university or technical school training for those who can profit most from it, and provision for adult education.

To make children a social asset to all classes of the population—only slightly less important than the economic factor—calls for a planned housing policy, "so that homes and their surroundings may be suitable for the happy and healthy growth of families of three or more children"; nursery schools, to permit mothers to continue at work; and an educational campaign to popularize fam-

<sup>5</sup> Political and Economic Planning, *Planning for Social Security*, London, Planning No. 190, July 14, 1942.

ilies of three or more children. Such a campaign will be of use, however, only when all the material factors working against large families have been dealt with. Concurrent with steps to encourage parenthood, it will be necessary to study the results achieved, by establishing a demographic research department in a national social research council, and to consider also public education on contraceptive technique.

Along with measures for planning and controlling the population trend, methods of controlling the distribution of population must be introduced, and radical measures taken to correct the distribution of the past which was "unplanned for strategic safety, industrial efficiency, transport of products, transport of labour to and from work, community life, and health and happiness of the workers, the managers, and the families of both. . . . The undoing of the work of the nineteenth century and the first forty years of the twentieth is the biggest task which will face the people of this country after the war."

Important as all these other proposals are, however, M P R sees poverty, "by which is meant lack of enough money to purchase the necessities of life," as the major cause of ill health and unhappiness. Only by a concerted attack on the problem of poverty can the goal of positive mental and physical health be achieved.

The immediate causes of poverty in Great Britain are well known, the report says. They include: unemployment of the chief wage earner, 32 percent; sickness of the chief wage earner, 9 percent; insufficient wages to meet family expenses, which depend more than anything else on the number of children in the family, 21 percent; old age, 22 percent; widowhood or unmarried motherhood, if associated with inability to work because of children, 6.5 percent.<sup>6</sup> The complementary causes of poverty are, therefore, inadequate unemployment insurance and assistance, inadequate sickness benefit, the failure of wages to allow for the size of the family, inadequate old-age pensions, and inadequate widows' pensions and allowances for their children.

As a cure the report recommends a social security program for the entire Nation which would provide, in essence: a national minimum wage for men and women sufficient to enable workers to

<sup>6</sup>The report ascribes these figures to H. Tout, author of *The Standard of Living in Bristol*, Bristol, 1938.

purchase all the basic needs for physical health; a wife's allowance as a supplement to the wages of the husband when the wife is not gainfully employed; family allowances for children; insurance benefits, raised to the national minimum wage level, for unemployment, sickness, and widowhood, with continuation of allowances for wife and children when men are out of work or sick; and old-age pensions at somewhat lower rates than minimum wages and with no requirement that the pensioner shall cease gainful work. A fundamental premise for all payments is that there must be no means test; contributions must be made by all members of the community, and all must have similar rights. "If a means test operates, or if there is any deviation from the minimum rights, the thrifty and industrious will be penalised, and relative poverty will continue to cause misery among those who have done least to deserve it." Moreover, any comprehensive system for the removal of poverty will work only if the community maintains a high level of production.

The present system of medical practice in Great Britain depends largely on the distribution of purchasing power. "Most wage earners contribute compulsorily to an insurance scheme which enables them to pay for medical attention during the time they can best afford it—that is, when they do not need it. The dependants of the insured population, having individually small purchasing powers, pay small fees for the medical care they receive. The middle and upper income groups, a relatively small part of the population, have a much greater purchasing power. In return for larger—and indeed sometimes very large—payments, they receive slightly better medical attention. This Robin Hood system as it has been called has a certain rough and ready justice about it. But it will work only as long as the doctors who treat the poor at low rates are able to make up by treating the rich at high rates. If the rich lose their purchasing power, the doctors who depend mostly upon them (but who serve all classes) will be driven out of business. It so happens that this particular group of doctors—the consultant and specialist group—is of vital importance in the chain of curative medicine."

From the point of view of medical planning, the report asserts, it is necessary to have a flexible system of distributing purchasing power, "capable

of providing the whole community with everything medical that it needs, but also allowing the rich to pay more if they want to. Under no circumstances are we justified in saying that the rich shall get better treatment than the rest, because they want to pay for it. Only the best must be available for everybody."

### Paying for Medical Services

Dismissing as undesirable on one ground or another the present methods of paying for medical services—by direct payment of fees, by the panel or insurance system, by local or national tax revenues, by private insurance arrangements, by assessing against employers the cost of industrial accidents, and by charitable contributions—the report recommends that complete medical and hospital services, rehabilitation, and training should be financed by a single social security insurance contribution payable by all wage and salary earners and persons in receipt of any form of earned or unearned income. This same insurance contribution would carry rights, without means test, to adequate cash benefits in unemployment, sickness, old age, and widowhood; adequate family allowances; and burial allowances. Contributions would be graded to income levels, and each contributor could elect to make his payments weekly, monthly, or quarterly. Additional voluntary contributions would entitle contributors to proportionately higher benefits, and persons already carrying private insurance would be allowed to transfer such insurance to the compulsory system.

Since a sample study of family budgets in 1937-38 indicated that 7.2 to 7.5 percent of the total weekly expenditures of wage earners in Great Britain went for medical care, social insurance contributions, and other forms of insurance, the report maintains that a single social security insurance contribution of not more than 8 percent of income would be no more burdensome than are existing expenditures for like purposes. The proposed program, with its greatly increased benefits and family allowances, would probably make a contribution rate of 10 percent of income acceptable. During periods of unemployment or sickness, contributions would be credited as if paid. Except for medical emergency benefits, receipt of all benefits would be conditioned on a complete record of contributions paid or waived.

In most respects the proposed program parallels

Table 1.—*Great Britain: Social security expenditures for 1938-39 and estimated expenditures under the proposed Medical Planning Research program and under the Beveridge plan*

Program	Present programs, 1938-39 <sup>1</sup>		Medical Planning Research		Beveridge plan (estimates for 1945)	
	Amount (in millions)	Percent of total	Amount (in millions)	Percent of total	Amount (in millions)	Percent of total
Total	£444.3	100.0	£1,052.3	100.0	£607	100.0
Social insurance	154.0	34.7	822.0	78.1	480	68.9
Sickness benefits	43.0	9.7	82.5	7.8	72	10.3
Unemployment benefits	62.0	14.0	70.0	6.6	110	15.8
Old-age and survivors' benefits	40.0	11.0	351.0	33.4	185	22.3
Family (children's) allowances			308.5	29.3	115	16.9
Burial allowances			10.0	1.0	4	.6
Administration	(1)		(1)		21	3.0
Medical services	160.3	36.1	230.3	21.9	170	24.4
Hospitals and institutions	75.3	16.9				
Practitioners' fees and salaries	60.0	13.6				
Medicines	25.0	5.6				
Public assistance	130.0	29.2			47	6.7
Unemployment assistance	36.0	8.1				
Noncontributory old-age pensions	48.0	10.8			44	6.3
Other assistance	46.0	10.3				
Administration	(1)				3	.4

<sup>1</sup> Costs as presented by Medical Planning Research. The Beveridge report gives a total cost of £334 million in 1938-39; see the *Bulletin, January 1943*, p. 10, table 6.

<sup>2</sup> Includes marriage grants and maternity grants and benefits.

<sup>3</sup> Included with benefits.

closely the recommendations of the Beveridge report in comprehensiveness of coverage, types of insurance benefits, children's allowances, abolition of workmen's compensation as it now operates, and provision of universal medical and rehabilitation services. M P R proposes contributions and benefits at higher levels than does Sir William, but the latter specifically states that the levels he assumes are illustrative and tentative only. M P R postulates the disappearance of public assistance, poor relief, and unemployment assistance with their stigma of the dole and charity; Sir William, on the other hand, considers that public assistance will continue as a necessary part of a social security program to abolish want, since some persons will fail to meet contributory requirements for social insurance benefits and others will have special needs which require supplementation of such benefits to meet subsistence requirements of the family.

The costs of the proposed social security plan for Great Britain as estimated by M P R are compared, in table 1, with estimates of the costs

for the Beveridge plan in 1945 and with the expenditures under existing social insurance programs in 1938-39.

M P R assumes insurance contributions based on income; Sir William proposes to maintain a flat rate of contributions varied only by age, sex, and income source. M P R would require no employer contributions on behalf of employees and would permit persons in higher income groups to pay reduced contributions to compensate for the medical expenses they might prefer to meet under private arrangements. In that case, they would not be eligible for medical benefits under the insurance plan.

Before the war, according to M P R, the national income of Great Britain was approximately £ 4.5 billion, and since the war it has increased to about £ 6.3 billion. The increase, however, does not represent an increase in real wealth since nearly 60 percent of the goods and services produced goes to the war effort, which requires the full time of perhaps 3.5 million persons in active war services and at least as many in the production of munitions. About 1.5 million previously unemployed persons are now working, and the war has drawn a very large number of housewives into gainful employment. The proposed health and social security program would cost less than one-fifth of the present nominal or potential real national income. In presenting a budget for the comprehensive program, the report points out that, even if the cost of approximately £ 1.0 billion were "a withdrawal from the national income, a total loss as it were, we consider it is not an excessive price to pay for the abolition of poverty, and economic and medical insecurity. But it is not, in fact, a withdrawal from the national income but an orderly redistribution within it."

"Our proposed social security contributions would yield about 300 million pounds. The remaining 700 million would have to be met by direct contribution from the Exchequer. It is worth noting that between 1926-38, 63.5 percent of all state income maintaining payments (under national health insurance, and unemployment, war and other pension schemes) was met out of taxation and not by the contributors. We propose that the figure should instead be 70 percent. It is worth reiterating here the reasons why the whole sum should not come directly from the Exchequer; we consider that there should be a

direct link in the minds of everyone between contributions paid and benefits received . . . The finding of this 700 million presents considerably less difficulty than the financing of the British national war effort; 11 million per day are being spent directly on war purposes; 700 million per annum is something under 2 million per day."

#### **"Running the Show"**

The latter half of the report discusses in considerable detail the principles of administration which should govern the medical service organization and the detailed functions of the health service and its medical personnel and regional and local units. The establishment of the national health services as a corporate body and not as a Government department is urged, to divorce administration from politics and "day-to-day or even year-to-year inquisitions in Parliament" and to permit bold planning and initiative. The Government would turn over to the National Health Corporation grants from the social security fund to be spent for health services for individuals. Environmental services, such as sanitary control, are primarily the concern of nonmedical technicians and should be under separate control.

The home doctor of the medical service should receive his remuneration in three parts: a basic salary with additions for special qualifications and length of service; a capitation fee depending on the number of persons on his list; and fees for special clinics or other special work and private fees for patients who elect to be outside the service. The doctor, according to the plan, would not have to "buy his way" to practice and thus incur heavy debts which cripple the early years of practitioners. He must be free to give up practice if he desires, free to refuse to accept a patient, free (within limits of efficiency) to increase his practice by his own efforts, and free from "undue bureaucratic interference, whether medical or lay." Unless doctors are free, they lack the sense of responsibility on which the doctor-patient relationship depends. If they fail to carry out their statutory obligations they must be subject to statutory discipline but not the "inroads of officialdom."

Other "musts" for effective service are adequate remuneration from the outset of the medical career, adequate housing and equipment, regular holidays, periodic leave for refresher courses,

opportunities for acquiring and utilizing special skills, professional contact with other general practitioners and specialists, and adequate insurance protection for sickness and old age.

The home doctors or general practitioners would be attached to small local health centers affiliated with local medical or hospital centers at which specialists' and in-patient services would be provided. On a regional basis, key general hospitals, convalescent homes, and special hospitals would be established, all with adequate staffs. Medical health officers or "social doctors" would be attached to each medical center to act as health advisers to all local authorities within the area and to advise the home doctors on environmental factors in health and disease. The first duty of the social doctor should be the organization and maintenance of vital statistics and medical intelligence service; he would take over the recording of births, marriages, deaths, infectious diseases, and statistics for health centers and hospitals. He should have a statistical staff and mechanical equipment for transferring data to punch cards and should also supervise a small corps of social workers for home visiting.

The M P R proposals for organization and administration of the health services are similar in some respects to those made by the Society of Medical Officers of Health. Both reports underline the inadequacies of present provisions for preventive and curative medical services in Great Britain and the failure of a fee-for-service form of payment to meet the needs for medical, dental, nursing, and hospital care. The Medical Officers of Health, however, propose administration of "the new medicine" as a Government service answerable to Parliament through a Cabinet minister. The health officers' report also differs from that of M P R in proposing full-time salaries as the only form of remuneration for medical personnel.

The new role of medicine as envisaged by both groups—a role which is also advocated by the Medical Planning Commission of the British Medical Association and other medical groups in their report—is that of a public service with far greater emphasis on prevention than has hitherto been possible. The new medical services proposed by all three medical groups would include complete general medical service, with hospital, institutional, maternity, consultant, specialist, nursing, dental, ophthalmic, and auxiliary services available to the entire British population without direct charge. Persons would pay for these services for themselves and their dependents when they could best afford to pay, through insurance contributions which would be waived when earnings were interrupted by sickness, unemployment, or old age. M P R sums it up as follows: "It is agreed that the best possible health services both curative and preventive, shall be available to everyone. It is agreed that the nation as a whole can afford to pay for these services. It is also agreed that lack of capacity to pay shall not deprive anyone of the best."

As justification for its comprehensive social security proposals, M P R declares, "We recognize that such comprehensive proposals carry with them a theoretical risk of excessive pampering and paternalism. These dangers have been put forward as an argument against most social reforms in the past hundred years; yet the same people who have put them forward, have often argued that a leisured class, existing on unearned income, is a cultural and social necessity. We consider that the conduct of British people in all social classes in the present war suggests that the virtues of courage, enterprise, and vigour (and indeed a certain number of vices) occur independently of the income level and the measure of financial security. We regard the theoretical risks involved in social security as well worth running."

# PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE

## Statistics for the United States

During January, \$95.6 million was expended for public assistance and earnings under the Federal work programs in the continental United States (table 2). This total represented declines of 69 percent from the all-time peak reached in January 1934, of 41 percent from January 1942, and of 5 percent from December 1942. Old-age assistance accounted for 55 percent of total expenditures in January; aid to dependent children, 13 percent; aid to the blind, 2 percent; general assistance, 11 percent; WPA, 18 percent; and the NYA student work program, 1 percent.

The number of recipients of public assistance and of persons employed under the Federal work programs decreased from December to January for all programs except the NYA student work program. The amount of payments declined for all programs.

*Old-age assistance.*—For the seventh consecutive month the number of recipients declined less than 1 percent from the preceding month (table 5). Payments decreased slightly from December, after 9 consecutive months of increase. Only 4 States reported a larger number of recipients than in

Chart 1.—*Payments to recipients of public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933-January 1943*

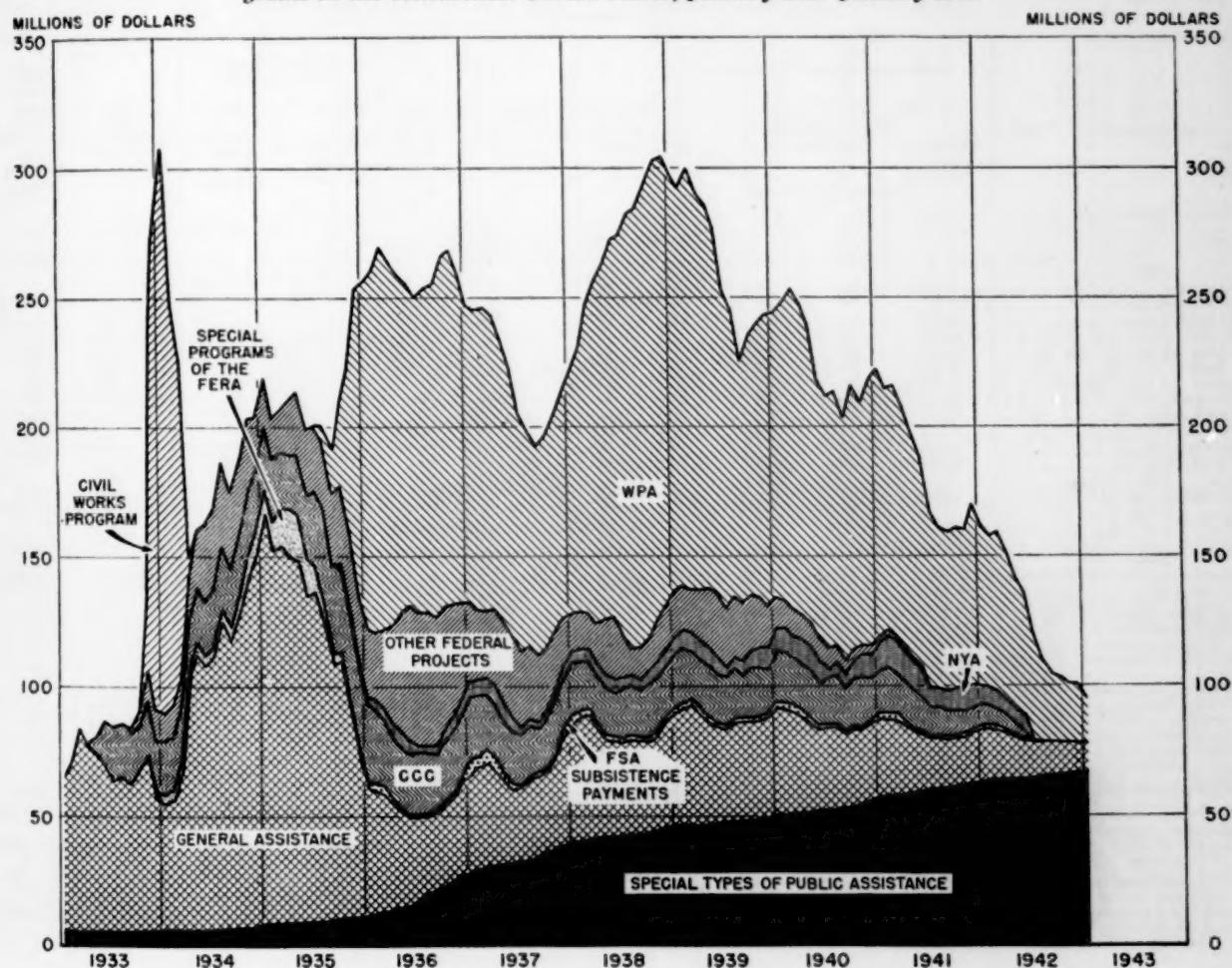


Table 1.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board, by month, January 1942-January 1943<sup>1</sup>

Year and month	Number of recipients			Amount of payments to recipients			
	Old-age assistance	Aid to dependent children		Aid to the blind	Total	Old-age assistance	Aid to dependent children
		Families	Children				
1942							
January	2,243,329	392,703	947,970	53,095	\$62,543,603	\$48,000,661	\$13,264,603
February	2,244,823	395,966	954,865	53,455	63,392,962	48,596,481	13,503,926
March	2,248,642	398,155	959,196	53,764	63,246,613	48,353,910	13,501,286
April	2,248,636	397,303	956,922	53,914	63,380,802	48,527,934	13,542,238
May	2,251,187	395,435	952,086	54,129	63,672,256	48,958,628	13,399,852
June	2,253,522	391,755	943,079	54,378	63,779,932	49,185,310	13,269,418
July	2,252,173	386,798	930,622	54,480	64,158,077	49,650,930	13,173,112
August	2,251,082	383,455	921,422	54,601	64,735,162	50,110,566	13,283,531
September	2,248,497	379,602	912,773	54,651	64,756,627	50,393,082	13,008,782
October	2,244,915	371,560	893,070	54,583	66,146,911	50,986,613	12,801,014
November	2,236,612	362,778	872,725	54,449	65,708,228	51,797,922	12,544,144
December	2,229,518	345,859	842,739	54,643	66,199,558	52,239,355	12,586,381
1943							
January	2,214,486	339,256	822,726	54,507	65,987,058	52,234,326	12,383,331
							1,369,401

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

Table 2.—Public assistance and Federal work programs in the continental United States, by month, January 1942-January 1943<sup>1</sup>

(In thousands)

Year and month	Total	Special types of public assistance			General assistance	Farm Security Administration <sup>2</sup>	Civilian Conservation Corps <sup>3</sup>	National Youth Administration <sup>4</sup>		Work Projects Administration <sup>5</sup>	Other Federal agency projects financed from emergency funds <sup>6</sup>											
		Old-age assistance	Aid to dependent children					Student work program	Out-of-school work program													
			Families	Children																		
Number of recipients and persons employed																						
1942																						
January	2,240	395	953	78	836	42	115	306	234	995	2											
February	2,241	399	960	78	817	46	107	256	231	998	2											
March	2,245	401	965	78	785	38	95	247	220	933	1											
April	2,245	400	963	78	723	24	76	237	205	837	1											
May	2,248	398	958	79	657	14	64	215	181	759	1											
June	2,250	395	949	79	607	12	53	133	184	671	1											
July	2,249	390	937	79	566	(*)	(*)	17	(*)	505	1											
August	2,248	386	928	79	551	(*)	(*)	0	(*)	428	1											
September	2,245	382	919	79	528	(*)	(*)	2	(*)	382	1											
October	2,242	374	899	79	503	(*)	(*)	52	(*)	357	1											
November	2,233	366	879	79	470	(*)	(*)	81	(*)	332	1											
December	2,226	349	849	79	459	(*)	(*)	86	(*)	300	1											
1943																						
January	2,211	341	827	79	447	(*)	(*)	91	(*)	244	(*)											
Amount of assistance and earnings																						
1942																						
January	\$162,100	\$47,931	\$13,304	\$2,020	\$20,141	\$1,404	\$7,686	\$1,842	\$5,747	\$61,763	\$33											
February	157,485	48,526	13,546	2,017	19,225	1,663	7,135	1,675	5,656	57,807	23											
March	159,463	48,284	13,633	2,029	18,820	1,383	6,332	1,670	5,407	61,786	12											
April	150,339	48,458	13,684	2,037	17,179	907	5,071	1,637	5,101	56,306	9											
May	141,406	48,888	13,446	2,038	15,394	496	4,262	1,555	4,787	50,506	34											
June	135,734	49,115	13,314	2,052	14,149	418	3,544	937	5,311	46,866	28											
July	120,168	49,581	13,219	2,054	13,647	(*)	(*)	150	(*)	41,517	1											
August	109,689	50,039	13,330	2,069	13,313	(*)	(*)	0	(*)	30,938	1											
September	104,889	50,321	13,054	2,080	12,991	(*)	(*)	11	(*)	26,432	1											
October	103,759	50,915	12,848	2,084	12,552	(*)	(*)	425	(*)	24,923	1											
November	100,902	51,726	12,588	2,084	11,536	(*)	(*)	704	(*)	22,264	1											
December	101,137	52,168	12,631	2,100	11,582	(*)	(*)	722	(*)	21,934	1											
1943																						
January	95,604	52,162	12,411	2,085	10,923	(*)	(*)	661	(*)	17,362	(*)											

<sup>1</sup> Partly estimated and subject to revision. For January 1933-December 1941 data, see the Bulletin, February 1943, pp. 23-26. For definitions of terms, see the Bulletin, September 1941, pp. 50-52; see also footnotes 3-6.

<sup>2</sup> Data from the FSA.

<sup>3</sup> Data from the CCC. Beginning July 1941, earnings of persons enrolled estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$67.20 for each month for enrollees other than Indians and \$60.50 for Indians.

<sup>4</sup> Data from the NYA. Beginning July 1941, number employed on out-of-

school work program based on an average of weekly employment counts during month.

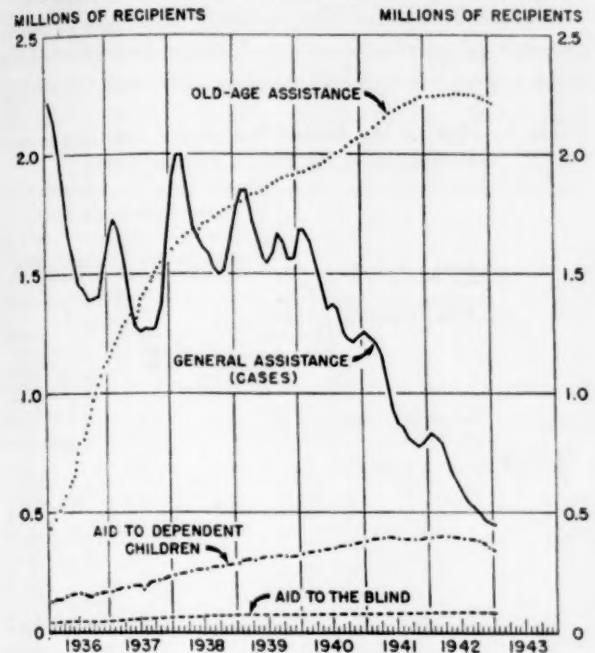
<sup>5</sup> Data from the WPA. Beginning July 1942, amount of earnings represents expenditures (approved vouchers) for labor during month.

<sup>6</sup> Data from the Bureau of Labor Statistics. Beginning October 1941, represents employment and earnings on projects financed from PWA funds only; data not available for other Federal agency projects financed under Emergency Relief Appropriation acts.

<sup>7</sup> Less than 500 persons.

<sup>8</sup> For changes in series, see the Bulletin, September 1942, pp. 32 ff.

Chart 2.—Recipients of public assistance in the continental United States, January 1936—January 1943



December, but payments were higher in 18 States. The average payment per recipient increased \$2.19 or 10 percent from the average in January 1942.

Table 3.—Food stamp plan: Number of areas included and participants, and value of stamps issued in the continental United States, by month, January 1942—January 1943<sup>1</sup>

Year and month	Number of areas included <sup>2</sup>	Number of participants <sup>3</sup>		Value of food stamps issued
		Cases	Persons	
1942				
January	399	1,095,636	3,528,100	\$9,428,392
February	1,307	1,115,946	3,589,600	9,605,399
March	1,388	1,092,103	3,584,000	9,783,140
April	1,458	1,043,931	3,322,700	9,246,138
May	1,481	986,175	3,094,000	8,718,110
June	1,528	925,010	2,854,100	8,133,159
July	1,533	851,471	2,599,700	7,674,472
August	1,559	835,419	2,467,900	7,274,509
September	1,558	789,824	2,335,800	6,900,438
October	1,556	738,445	2,142,600	6,454,198
November	1,553	671,349	1,932,600	5,849,134
December	1,438	644,881	1,835,000	5,608,942
1943				
January <sup>4</sup>	1,438	(4)	\$1,662,300	5,060,452

<sup>1</sup> Data exclude persons receiving commodities under direct distribution program of the Food Distribution Administration and value of such commodities.

<sup>2</sup> Through January 1942, an area represents a city, county, or group of counties; beginning with February 1942, an area represents a county or city.

<sup>3</sup> Includes recipients of 3 special types of public assistance and of subsistence payments from the FSA; recipients of, and those eligible for, general assistance; persons certified as in need of assistance and employed on or awaiting assignment to projects financed by the WPA.

<sup>4</sup> Preliminary.

<sup>5</sup> Data not available.

<sup>6</sup> Estimated.

Source: U. S. Department of Agriculture, Food Distribution Administration.

Table 4.—General assistance: Cases and payments to cases, by State, January 1943<sup>1</sup>

State	Number of cases receiving assistance	Amount of payments to cases	Average payment per case	Percentage change from—			
				December 1942 in—		January 1942 in—	
				Number of cases	Amount of payments	Number of cases	Amount of payments
Total <sup>2</sup>	447,000	\$10,948,000	\$24.47	-2.8	-5.7	-46.5	-45.7
Ala.	2,254	22,277	9.88	-1.7	-3.4	-7	+12.1
Alaska	189	10,938	57.87	-6.9	+18.0	(3)	(9)
Ariz.	2,493	60,579	24.30	+7	+1.6	-13.8	+10.5
Ark. <sup>3</sup>	3,539	24,167	6.83	-2.6	-1.0	-11.0	-7
Calif.	16,363	413,773	25.29	-3.4	+2.1	-40.3	-42.2
Colo.	5,741	129,950	23.64	(9)	-1.2	(9)	-43.9
Conn.	4,052	121,691	30.03	(9)	-8	-45.1	-45.4
Del.	7,430	7,500					
D. C.	1,127	27,828	24.69	-7.6	-8.1	-44.8	-45.4
Fla.	5,775	44,494	7.70	-2.2	(9)	-26.2	-23.5
Ga.	4,401	38,878	8.83	-2.5	+5.1	-28.3	-10.9
Hawaii	643	13,966	21.72	-4.0	-5.2	-31.2	-20.8
Idaho <sup>4</sup>	893	14,662	16.42	-3.0	-2.9	-32.5	-22.9
Ill.	55,016	1,369,366	24.89	-2.8	-9.7	-45.4	-44.2
Ind. <sup>5</sup>	12,599	213,345	16.93	-2.8	-2.9	-54.5	-51.5
Iowa	10,061	182,037	18.09	-4	-1.7	-49.3	-46.9
Kans.	5,895	117,697	19.97	-1.9	-2.3	-52.4	-46.6
Ky.	7,100	40,000					
La.	4,357	85,772	19.69	+2.3	+0.0	-63.2	-55.3
Maine	3,527	92,913	26.34	-2.5	-7	-41.5	-36.1
Md.	5,540	137,255	24.78	-2.6	-5.3	-22.4	-15.9
Mass.	19,569	502,574	25.68	-3.8	-13.7	-47.0	-51.2
Mich.	18,579	420,659	22.64	-2.6	-16.6	-51.4	-54.6
Minn.	11,569	265,504	22.89	-5	+2.2	-51.8	-54.1
Miss.	635	2,910	4.58	-2.8	+2.1	-9.3	+7.1
Mo. <sup>6</sup>	10,590	138,703	13.10	-10.6	-50.2	-36.1	-45.5
Mont.	1,606	28,219	17.57	+9	+4	-52.3	-48.9
Nebr.	3,376	46,530	13.78	+9	-2	-52.9	-49.1
Nev.	332	5,041	15.18	-6.7	-14.4	-28.3	-27.3
N. H.	2,423	61,024	25.19	(11)	(11)	-39.3	-40.6
N. J. <sup>7</sup>	12,045	311,145	25.83	-4	+5	-50.9	-49.2
N. Mex. <sup>8</sup>	1,190	18,096	15.21	-4.5	-4.6	-7.8	+37.4
N. Y.	102,779	3,835,184	37.31	-4.3	-4.6	-42.2	-43.6
N. C.	3,344	26,925	8.05	-4.0	-8	-30.7	-20.7
N. Dak.	1,524	27,373	17.96	+2.9	+12.4	-56.9	-51.5
Ohio	22,479	489,807	21.79	-3.9	+1.9	-51.6	-48.5
Okl.	6,063	36,283	(11)	(11)	-16.1	(11)	-31.9
Oreg.	3,052	77,365	(9)	(7)	-5.1	-51.5	-36.4
Pa.	34,908	733,703	21.02	-3.9	-6.7	-57.7	-55.1
R. I. <sup>14</sup>	2,525	96,882	38.37	-1.0	-1.4	-46.1	-48.2
S. C.	2,296	19,257	8.39	-3.3	-3	-4.3	-3.1
S. Dak.	1,834	29,939	16.32	+9.4	+15.3	-48.2	-45.9
Tenn.	7,800	13,000					
Tex.	7,300	58,600					
Utah	2,005	55,732	27.80	-2.1	-2.8	-55.5	-56.5
Vt.	1,342	29,318	21.85	+3.9	+6.6	-17.6	+1.5
Va.	4,000	44,227	11.06	+7	+1.6	-22.7	-17.8
Wash.	5,447	137,268	25.20	+4.2	+9.2	-39.4	-29.7
W. Va.	9,067	97,469	10.75	+1.6	+2.6	-40.6	-43.2
Wis.	11,203	272,095	24.29	-2.8	-1.9	-52.5	-53.1
Wyo.	661	13,128	19.86	+2.5	+4.1	-41.8	-36.8

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

<sup>2</sup> Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and burial only and total payments for these services in 2 States have been excluded, and cases aided in Oklahoma have been estimated to exclude duplication.

<sup>3</sup> Data not reported previous to September 1942.

<sup>4</sup> State program only; excludes program administered by local officials.

<sup>5</sup> Comparable data not available.

<sup>6</sup> Increase of less than 0.05 percent.

<sup>7</sup> Estimated.

<sup>8</sup> Decrease of less than 0.05 percent.

<sup>9</sup> Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 70 percent of total expenditures.

<sup>10</sup> Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

<sup>11</sup> Data for December 1942 were estimated.

<sup>12</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>13</sup> Represents 3,184 cases aided under program administered by State board of public welfare, and 2,879 cases aided by county commissioners; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

<sup>14</sup> Partly estimated.

**Aid to dependent children.**—The number of families decreased 2 percent from December (table 7). During the continuous 10-month decline the number of families has dropped 58,900 or 15 percent. The decline during the past year amounted to more than 25 percent in 10 States, including 3 States with decreases of more than 35 percent. Payments in January were 1.7 percent

**Table 5.—Old-age assistance: Recipients and payments to recipients, by State, January 1943<sup>1</sup>**

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				December 1942 in—		January 1942 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total <sup>2</sup>	2,214,486	\$52,234,326	\$23.59	-0.7	(0)	-1.3	+8.8
Ala.	21,477	209,789	9.77	-4	-1.1	+3.4	+11.5
Alaska	1,531	45,846	29.95	-8	-4	-2.5	(0)
Ariz.	9,636	358,827	37.24	+1	+2	+3.7	+12.7
Ark.	25,085	370,230	14.76	+1.2	+1.6	+2.2	+77.5
Calif.	153,012	5,674,676	37.09	-6	-1	-3.4	-1.9
Colo.	42,062	1,602,041	33.09	-3	-7.5	-2.1	+13.4
Conn.	16,735	502,860	30.05	-1.4	-8	-6.3	-2.9
Del.	2,100	27,558	13.12	-2.5	-2.0	-14.1	-9.6
D. C.	3,282	91,071	27.75	-1.2	-8	-8.6	-3.0
Fla.	43,049	620,191	14.41	-6	-5	+10.1	+14.0
Ga.	70,755	665,000	9.40	(0)	+1.2	+19.9	+30.8
Hawaii	1,555	26,070	16.77	-6	+9	-13.9	+9.3
Idaho	9,950	267,420	26.88	+9	+1.2	+1.7	+19.3
Ill.	150,164	4,155,972	27.68	-3	+1	+4	+11.4
Ind.	68,021	1,432,332	21.06	-9	-2	-2.8	+9.0
Iowa	55,271	1,223,535	22.14	-6	-3	-3.0	+1.5
Kans.	30,569	745,368	24.38	-1	+4	-9	+4.8
Ky.	52,606	537,532	10.22	-1.0	-9	-12.1	-3.8
La.	38,054	555,974	14.61	-1	+1.4	+6.8	+17.6
Maine	15,994	348,210	21.77	-4	(0)	+5.0	+8.6
Md.	14,965	302,940	20.24	-1.5	-8	-13.3	-5.6
Mass.	82,382	2,816,526	34.19	-2.8	-2.9	-6.3	+8.1
Mich.	89,121	2,007,219	22.52	-5	+1.8	-4.6	+18.4
Minn.	61,955	1,423,958	22.08	-4	+1	-2.5	+1.7
Miss.	26,040	235,639	9.05	-9	-9	-6.3	-5.5
Mo.	111,471	2,201,574	19.75	-1.8	-1.4	-5.0	+43.4
Mont.	12,109	287,235	23.72	-7	(0)	-3.3	+6.4
Nebr.	28,259	589,648	20.87	-7	-6	-5.0	-1.3
Nev.	2,067	66,216	31.58	-1.1	-8	-7.7	-2.4
N. H.	7,143	173,086	24.23	-4	+2	-1.7	+6.7
N. J.	28,321	666,544	23.54	-1.5	-1.1	-7.7	-2.6
N. Mex.	5,077	97,120	19.13	-3	-1	+4	+20.1
N. Y.	113,052	3,352,131	29.65	-1.6	+8	-7.1	+3.2
N. C.	38,507	402,441	10.45	-7	-2	-1.4	+6.6
N. Dak.	9,183	176,976	19.27	-7	(0)	-3.2	+3.0
Ohio	137,501	3,726,866	27.05	-5	-2	-1.3	+12.6
Okl.	77,966	1,714,588	21.99	-2	+1	+2	+16.6
Oreg.	20,360	508,022	24.95	-1.3	-4	-6.9	+4.0
Pa.	93,538	2,416,311	25.83	-7	-8	-7.8	+5.5
R. I.	7,368	185,228	25.14	-2	+6	-3	+13.6
S. C.	21,270	216,848	10.20	-5	-1	+6.7	+5.5
S. Dak.	14,418	288,226	19.98	-4	+1.8	-3.4	+1.7
Tenn.	40,166	496,711	12.37	-6	-6	+6.1	+25.7
Tex.	182,040	3,879,566	21.31	+3	+6.5	+11.7	+23.8
Utah	14,012	379,834	27.11	-1.1	-1.0	-5.0	-4.4
Vt.	5,329	95,998	18.01	-7	-5	-3.3	+0.9
Va.	18,761	199,900	10.66	-1.2	-8	-7.1	-2.8
Wash.	62,798	2,121,003	33.78	-6	-5	-1.4	+1.1
W. Va.	22,193	378,653	17.06	-1.4	-2.0	-1.0	-2.3
Wis.	52,373	1,272,787	24.30	-6	(0)	-3.9	+4.4
Wyo.	3,505	94,030	26.83	(0)	+2	-1.8	+8.3

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

<sup>2</sup> All 51 States have plans approved by the Social Security Board.

<sup>3</sup> Decrease of less than 0.05 percent.

<sup>4</sup> Increase of less than 0.05 percent.

<sup>5</sup> Includes \$111,702 incurred for payments to 2,930 recipients 60 but under 65 years of age.

<sup>6</sup> No change.

less than in the previous month and 6.8 percent below the January 1942 total.

**Aid to the blind.**—The number of recipients and amount of payments to recipients decreased less than 1 percent from December, but were slightly

**Table 6.—Aid to the blind: Recipients and payments to recipients, by State, January 1943<sup>1</sup>**

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				December 1942 in—		January 1942 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total	78,734	\$2,085,981	\$26.49	-0.5	-0.7	+1.3	+2.7
Total, 45 States <sup>2</sup>	54,507	1,369,401	25.12	-2	-3	+2.7	+7.1
Ala.	647	6,630	10.25	+8	-1.9	+1.9	+15.9
Ariz.	399	13,964	35.60	-2.0	-2.1	-1.5	+4.5
Ark.	1,169	19,172	16.40	+8	+2.0	+1.4	+72.2
Calif. <sup>3</sup>	6,876	323,171	47.00	-1.3	-1.2	-5.4	-4.9
Colo.	620	21,159	34.13	-8	-2	-2.5	+2.0
Conn. <sup>3</sup>	189	5,504	29.12	-5.0	-12.8	-12.1	-15.2
D. C.	291	9,229	31.71	+3	-5.7	+12.4	+15.2
Fla. <sup>4</sup>	2,661	40,902	15.37	-1.3	-1.6	-1.0	+3.1
Ga.	2,197	27,166	12.37	+5	+1.8	+19.2	+30.7
Hawaii	72	1,342	18.64	(0)	(0)	(0)	(0)
Idaho	269	7,403	27.52	-3.2	-2.7	-4.9	+13.2
Ill.	7,550	224,577	30.55	-1.8	-3.2	-3.7	+8.9
Ind.	2,347	66,133	28.18	(0)	-3	-5	+31.3
Iowa	1,524	42,776	28.07	-2	+3	-1.7	+7.9
Kans.	1,270	32,724	25.77	-9	-6	-6.3	-2
Ky.	521	6,407	12.30	+45.1	+43.2	(0)	(0)
La.	1,444	26,347	18.25	-8	-1	+11.5	+19.9
Maine	1,019	23,455	23.02	-8	-5	-5.7	-4.8
Md.	552	12,995	23.54	-9	-1	-14.0	-9.8
Mass.	1,022	26,070	25.51	-1.3	-1.1	-11.3	-5.6
Mich.	1,359	38,778	28.53	-1.0	+3	-1.1	+12.6
Minn.	1,019	29,467	28.92	-7	+4	+1.1	+8.3
Miss.	1,322	14,032	10.61	-9	-1.0	+6.7	+11.0
Mo.	7,100	82,000	(0)	(0)	(0)	(0)	(0)
Mont.	318	8,065	25.36	(0)	-4	+10.4	+19.9
Nebr.	689	15,142	21.98	-1.3	-1.8	-7.8	-3.6
Nev.	28	988	55.29	(0)	(0)	(0)	(0)
N. H.	324	7,953	24.55	-6	+7	-3.9	+1.8
N. J.	686	17,576	25.62	-3	+3	-6.8	-8
N. Mex.	249	5,677	22.80	+3.3	+3.9	+7.8	+34.1
N. Y.	2,658	80,494	30.28	-1.1	-3	-5.3	+3.9
N. C.	2,209	33,900	15.39	-1.1	-1.1	+1.5	+4.6
N. Dak.	133	2,861	21.51	-4.3	-1.9	-2.9	-6.5
Ohio	3,815	84,009	22.02	-1.1	-7	-4.7	+2.7
Okl.	2,139	50,905	23.80	-2	+1	-2.5	+12.3
Oreg.	433	13,238	30.57	-1.1	-1.2	-8.8	+4.8
Pa.	15,749	409,015	29.75	-8	-9	-1.3	-1.7
R. I.	97	2,240	23.00	(0)	(0)	(0)	(0)
S. C.	817	8,550	10.47	(0)	+1.0	+1.4	+7
S. Dak.	256	4,100	16.02	+4	+3.1	+2.8	+9.1
Tenn.	1,648	20,936	12.70	-2	+3	+3.2	+12.8
Tex.	4,083	95,078	23.29	+2.4	+2.9	+87.4	+88.4
Utah	148	4,318	29.18	(0)	-1.3	-16.4	-9.1
Vt.	155	3,506	22.62	-6	-6	-4.9	-2.9
Va.	1,037	13,863	13.37	-9	-7	-3.5	+1.7
Wash.	894	32,130	35.94	-1.3	-1.4	-13.9	-12.7
W. Va.	983	21,575	21.95	-1.3	-1.6	+5	+7
Wis.	1,823	44,617	24.47	-1.1	-1.5	-6.6	-4.5
Wyo.	124	3,752	30.26	-1.6	-1.3	-9.5	+4.7

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation. Delaware and Alaska do not have programs for aid to the blind.

<sup>2</sup> Total for States with plans approved by the Social Security Board.

<sup>3</sup> Includes program administered under State law without Federal participation.

<sup>4</sup> Not computed; less than 100 recipients.

<sup>5</sup> Decrease of less than 0.05 percent.

<sup>6</sup> No program in operation in January 1942.

<sup>7</sup> Estimated.

<sup>8</sup> No change.

higher than in January 1942 (table 6). Only 10 States reported an increase in number of recipients from December, while payments were higher in 16.

*General assistance.*—Cases receiving assistance declined 2.8 percent from December (table 4), to complete a full year's uninterrupted downward

trend, which amounted to 389,000 cases or 46 percent. The total amount of payments in January was 5.7 percent less than in December and 46 percent less than in January 1942. December was the only month during the past year in which an increase occurred. Twelve States reported a

Table 7.—*Aid to dependent children: Recipients and payments to recipients, by State, January 1943*<sup>1</sup>

State	Number of recipients		Average payment per family	Percentage change from—						
	Families	Children		December 1942 in—		January 1942 in—				
				Number of recipients		Number of recipients	Amount of payments			
				Families	Children					
Total.....	342,192	829,171	\$12,442,515	\$36.36	-2.0	-2.6	-1.7	-13.7	-13.4	-6.8
Total, 48 States <sup>2</sup> .....	339,256	822,726	12,383,331	36.50	-1.9	-2.4	-1.6	-13.6	-13.2	-6.6
Alabama.....	5,160	14,308	85,287	16.53	-1.6	-4.3	-1.6	-11.6	-14.5	+5.8
Alaska.....	58	116	1,994	52.47	-5.0	-10.1	-2.4	-26.9	-15.9	-9.4
Arizona.....	1,882	5,155	65,674	34.90	-2.2	-2.5	-2.2	-22.5	-20.7	-19.3
Arkansas.....	5,722	14,886	127,622	22.30	-6	-1.3	-2	-8.0	-7.2	+12.6
California.....	9,909	24,135	570,150	57.54	-2.8	-3.3	-2.7	-33.3	-31.8	-22.0
Colorado.....	4,783	12,115	153,176	32.03	-2.9	-1.9	-1.8	-22.0	-19.9	-18.6
Connecticut.....	2,081	5,287	128,380	61.69	-3	-2.1	+3	+86.6	+77.5	+154.9
Delaware.....	354	966	13,391	37.83	-2.7	-7	+2.7	-37.9	-42.2	-30.1
District of Columbia.....	977	2,804	38,155	39.05	-6	-7.2	-8	-9.9	-11.0	-3.6
Florida <sup>3</sup> .....	5,042	11,448	122,342	24.26	-2.7	-4.6	-2.7	-7.8	-11.9	-4.7
Georgia.....	4,008	11,153	106,806	23.18	-8	-8	-3	+6	-4	+5.5
Hawaii.....	671	2,095	29,953	44.64	-2.9	-1.5	-1.6	-36.3	-37.2	-25.1
Idaho.....	2,373	6,264	83,521	35.20	-2.1	-1.2	-1.2	-23.1	-20.1	-12.9
Illinois.....	26,094	59,189	848,091	32.50	+2.6	+2.8	+2.6	+35.4	+36.4	+38.2
Indiana.....	12,321	26,323	396,439	32.18	-3.0	-2.8	-2.5	-20.8	-18.7	-15.3
Iowa.....	8,798	6,118	54,805	19.60	-2.6	-3.5	-2.8	-14.6	-16.5	-10.6
Kansas.....	5,563	13,606	211,314	37.97	-1.9	-1.7	-1.5	-16.7	-15.2	-7.8
Kentucky <sup>4</sup> .....	77	211	2,052	26.65						
Louisiana.....	13,339	34,244	382,677	28.69	-1.0	-9	+4	-13.2	-12.3	-6.4
Maine.....	1,737	4,860	76,584	44.09	-6	-1.1	+1	-2.9	-4	+5.2
Maryland.....	4,353	12,209	148,844	34.19	-2.0	-2.1	-2.3	-26.5	-25.4	-23.0
Massachusetts.....	9,601	23,433	611,961	63.74	-2.0	-2.0	-2.5	-22.8	-23.1	-15.7
Michigan.....	17,099	40,019	821,761	48.06	-3.1	-9.3	-2.1	-20.5	-20.3	-11.0
Minnesota.....	7,716	18,616	274,925	35.63	-1.2	-1.0	-0.9	-16.5	-15.3	-14.6
Mississippi.....	2,466	6,284	49,667	20.14	(*)	-3	-1	-5.9	-7.1	-6.3
Missouri.....	13,300	30,827	410,998	30.90	-2.2	-1.8	-1.6	-8.7	-5.7	+24.5
Montana.....	2,014	5,106	65,204	32.38	-5.5	-4.1	-3.7	-23.1	-21.0	-18.0
Nebraska.....	4,371	10,023	138,650	31.72	-2.9	-2.4	-2.6	-23.9	-22.1	-23.7
Nevada.....	102	211	2,585	23.38	-8.1	-15.5	-14.7	-10.5	-21.6	-14.6
New Hampshire.....	844	2,122	42,844	50.76	-1	-7	+1.3	+11.1	+12.6	+22.8
New Jersey.....	6,741	15,504	216,348	32.09	-3.7	-3.6	-3.8	-27.7	-27.2	-26.9
New Mexico.....	2,372	6,911	86,889	36.63	-4	-4	-3	+4.1	+4.3	+42.5
New York.....	23,165	47,132	1,247,970	53.87	-4.4	-3.8	-3.6	-22.9	-20.8	-14.8
North Carolina.....	8,881	18,756	156,633	17.64	-1.5	-1.1	-0.8	-10.9	-20.3	-7.6
North Dakota.....	2,142	5,972	72,965	34.06	-2.1	(*)	-0.8	-14.4	-14.3	-7.7
Ohio.....	10,581	27,806	427,140	40.37	-1.5	-1.0	-1.2	-11.2	-11.0	-9.5
Oklahoma.....	17,531	40,959	397,724	22.69	-2.0	-1.8	-1.6	-10.0	-10.4	+1.9
Oregon.....	1,604	3,765	80,947	50.47	-2.2	-1.7	-1.5	-23.7	-24.2	-12.5
Pennsylvania.....	37,430	95,141	1,803,012	48.17	-3.0	-2.6	-3.1	-33.2	-32.3	-14.6
Rhode Island.....	1,229	3,320	68,240	55.52	+6	(*)	+5	-3.6	-7.3	+13.5
South Carolina.....	3,813	11,161	62,738	16.45	-6	-2	+1.5	-4.4	-4.6	-3.7
South Dakota.....	1,807	4,224	53,595	29.66	+7	+9	+2.9	+7	+4.4	+4.8
Tennessee.....	13,584	34,325	267,727	19.71	-5	-4	(*)	-3.3	-1.6	+1.9
Texas.....	11,657	26,302	249,300	21.39	-1.8	-1.3	-1.5	(*)	(*)	(*)
Utah.....	2,349	6,230	111,827	47.61	-4.1	-4.2	-3.7	-42.2	-41.6	-36.9
Vermont.....	658	1,764	21,813	33.15	-1.8	-7	-9	-9.0	-9.1	-7.6
Virginia.....	4,611	13,090	97,430	21.13	-1.3	-1.5	-6	-5.0	-7.4	-4
Washington.....	3,694	9,054	203,233	55.02	-3.2	-3.2	+8.0	-29.4	-28.4	-5.3
West Virginia.....	10,973	29,837	333,188	30.36	-3.0	-2.7	-3.5	-2.8	-9	-3.0
Wisconsin.....	9,396	22,241	398,074	42.37	-2.0	-1.9	-1.1	-21.4	-19.1	-15.0
Wyoming.....	579	1,544	20,061	34.65	-1.9	-2.2	-1.9	-25.7	-24.2	-22.8

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

<sup>2</sup> Total for States with plans approved by the Social Security Board.

<sup>3</sup> Includes program administered under State law without Federal participation.

<sup>4</sup> First payments under approved plan were made in January. Information not available on status of programs previously administered under State law without Federal participation; percentage change cannot be computed.

<sup>5</sup> No change.

<sup>6</sup> In addition, in 59 counties payments amounting to \$5,652 were made from

local funds without State or Federal participation to 329 families in behalf of 600 children under State mothers'-pension law; some of these families also received aid under plan approved by the Social Security Board.

<sup>7</sup> Percentage change not computed, since data for December 1942 were estimated.

<sup>8</sup> Increase of less than 0.05 percent.

<sup>9</sup> Decrease of less than 0.05 percent.

<sup>10</sup> January 1942 was the fourth month of operation under approved plan. Percentage change not computed, since number of families and amount of payments made were negligible in that month.

larger number of cases in January than in the previous month.

**Federal work programs.**—The sharp downward trend in number of persons employed and amount of earnings under the WPA continued during January as activities were further curtailed in the

process of liquidating the program (table 8). The number of persons employed dropped 19 percent from December, while earnings dropped \$4.6 million. Persons employed under the NYA student work program increased 5.6 percent, but earnings declined 8.4 percent.

Table 8.—*Public assistance and Federal work programs, by State, January 1943*<sup>1</sup>

State	Number of recipients and persons employed					Amount of assistance and earnings (in thousands)					
	Special types of public assistance <sup>2</sup>			General assistance (cases)	National Youth Administration student work program	Work Projects Administration	Total	Special types of public assistance <sup>3</sup>	General assistance	National Youth Administration student work program	
	Old-age assistance	Aid to dependent children (families)	Aid to the blind								
Total	2,214,486	342,192	78,734	447,000	91,070	243,739	\$95,735	\$66,763	\$10,948	\$661	\$17,363
Alabama	21,477	5,160	647	2,254	3,720	7,804	784	302	22	21	439
Alaska	1,531	38		189			50	48	11		
Arizona	9,636	1,882	399	2,493	311	606	598	438	61	3	96
Arkansas	25,085	5,722	1,169	3,539	2,205	7,060	930	517	24	12	377
California	153,012	9,909	6,876	16,363	2,472	3,607	7,551	6,568	414	25	543
Colorado	42,062	4,783	620	5,741	1,374	1,278	2,034	1,776	130	9	119
Connecticut	16,735	2,081	189	4,052	449	527	815	637	122	4	52
Delaware	2,100		354	430	116	296	73	41	10	1	21
District of Columbia	3,282	977	201	1,127	115	470	207	138	28	1	40
Florida	43,049	5,042	2,661	5,775	1,606	7,577	1,350	783	44	10	512
Georgia	70,755	4,808	2,197	4,401	3,774	8,842	1,334	799	39	20	477
Hawaii	1,555	671	72	643		4	72	57	14	3	1
Idaho	9,950	2,373	269	7,893	389	622	459	358	15		84
Illinois	150,164	20,094	7,350	55,016	4,240	16,102	7,881	5,229	1,369	34	1,249
Indiana	68,021	12,321	2,347	12,599	1,865	3,496	2,461	1,895	213	14	339
Iowa	55,271	2,796	1,524	10,061	1,758	2,653	1,723	1,321	182	14	206
Kansas	30,569	5,565	1,270	5,895	1,870	2,185	1,292	989	118	14	171
Kentucky	52,606	77	521	3,100	2,488	7,670	1,126	546	40	15	524
Louisiana	38,054	13,339	1,444	4,357	2,912	5,228	1,365	965	86	19	206
Maine	15,994	1,737	1,019	3,527	417	302	370	448	93	3	25
Maryland	14,965	4,353	552	5,540	502	1,189	703	465	137	5	96
Massachusetts	82,382	9,601	1,022	19,569	1,596	11,364	4,808	3,455	503	16	835
Michigan	89,121	17,099	1,359	18,579	2,621	7,886	3,941	2,868	421	21	632
Minnesota	61,953	7,716	1,019	11,599	2,072	4,957	2,358	1,728	266	15	349
Mississippi	26,040	2,460	1,322	635	2,875	9,219	784	269	3	16	465
Missouri	111,471	13,300	5,100	10,390	3,068	9,227	3,546	2,695	139	22	600
Montana	12,109	2,014	318	1,606	555	1,798	604	361	28	4	212
Nebraska	28,259	4,371	689	3,376	1,172	1,210	914	743	47	8	116
Nevada	2,097	102	28	332	33	34	87	70	5	(10)	12
New Hampshire	7,143	844	324	2,423	310	506	328	224	61	2	41
New Jersey	28,321	6,741	686	12,045	922	9,302	2,009	900	311	8	790
New Mexico	5,077	2,372	249	1,190	418	1,690	336	190	18	3	125
New York	113,052	23,165	2,658	102,779	7,402	24,839	10,394	4,681	3,835	65	1,813
North Carolina	38,507	8,881	2,209	3,344	2,192	7,419	1,025	593	27	14	391
North Dakota	9,183	2,142	133	1,524	865	769	359	233	27	6	73
Ohio	137,801	10,581	3,815	22,479	3,232	8,072	5,562	4,238	490	27	748
Oklahoma	77,966	17,531	2,139	6,063	2,839	709	2,329	2,163	36	20	109
Oregon	20,360	1,604	433	3,052	530	196	714	602	77	5	29
Pennsylvania	93,538	37,430	15,749	34,908	4,850	21,382	6,954	4,628	734	42	1,550
Rhode Island	7,368	1,229	97	2,525	265	683	418	256	97	2	63
South Carolina	21,270	3,813	817	2,296	2,442	7,284	767	288	19	13	447
South Dakota	14,418	1,807	256	1,834	1,105	660	438	346	30	6	56
Tennessee	40,166	13,584	1,648	1,800	3,330	7,626	1,144	785	13	20	336
Texas	182,040	11,657	4,083	5,300	6,336	14,229	5,076	4,224	59	44	750
Utah	14,012	2,349	148	2,005	634	221	608	496	86	5	51
Vermont	5,329	658	155	1,342	280	394	180	121	29	2	27
Virginia	18,761	4,611	1,037	4,000	2,094	2,426	517	311	44	13	149
Washington	62,798	3,694	894	5,447	578	1,024	2,642	2,366	137	6	143
West Virginia	22,193	10,973	983	9,067	1,494	8,359	1,325	733	97	9	495
Wisconsin	52,373	9,396	1,823	11,203	2,180	2,419	2,199	1,715	272	17	158
Wyoming	3,505	579	124	661	197	227	150	118	13	1	14

<sup>1</sup> See footnotes to table 2.

<sup>2</sup> Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

<sup>3</sup> Includes data for programs administered under State laws from State and/or local funds without Federal participation.

<sup>4</sup> Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and burial only and total payments for these services in 2 States have been excluded, and cases aided in Oklahoma have been estimated to exclude duplication.

<sup>5</sup> State program only; excludes program administered by local officials.

<sup>6</sup> Estimated.

<sup>7</sup> Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments.

Amount of payments shown represents approximately 70 percent of total expenditures.

<sup>8</sup> Includes unknown number of cases receiving medical care, hospitalization, and burial only, and total payments for these services.

<sup>9</sup> Partly estimated.

<sup>10</sup> Less than \$500.

<sup>11</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>12</sup> Represents 3,184 cases aided under program administered by State board of public welfare, and 2,879 cases aided by county commissioners; amount of duplication believed to be large.

# EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY

• REPORTS AND ANALYSIS DIVISION

## Operations of the Unemployment Compensation Program

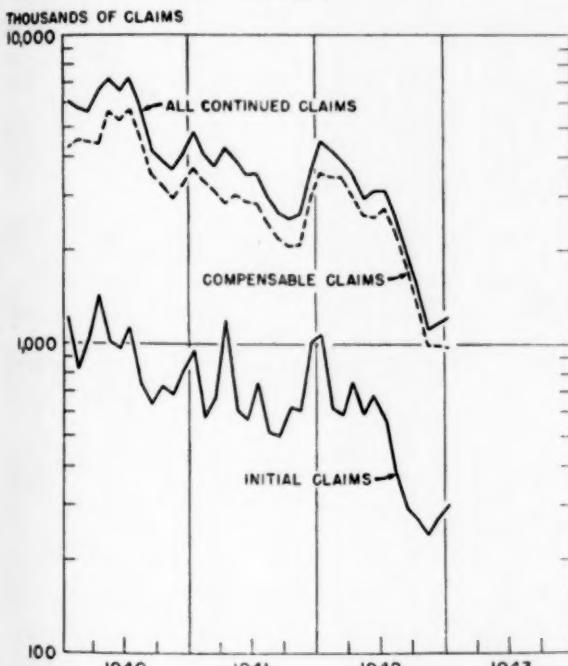
*January activities.*—Although the volume of claims, benefit payments, and beneficiaries increased in January, each was 70 percent or more below the levels of January 1942. The abrupt rise in benefit payments which normally occurs between December and January failed to materialize this year; benefit payments in January totaled \$12.2 million, or only 5.6 percent more than in December, the smallest December-January rise

retail trade. Substantial increases in benefit payments occurred in several of the States with individual benefit years, where many claimants begin their benefit year during January.

A fairly large proportion of the unemployed workers must have been reemployed during their waiting period or shortly thereafter, since benefit payments increased only 5.6 percent from last month and the number of compensable claims received actually decreased, in spite of an increase of 10 percent in initial claims from December to January and of 13 percent from November to December (see chart 1). Seven of the States which reported decreased benefit payments in January had experienced increases in initial claims during both December and January. Outstanding among this group are the District of Columbia, New Mexico, Louisiana, Ohio, and Oregon, each of which had decreases in benefit payments in January although initial claims increased from 37 to 90 percent. Marked increases in benefit payments occurred in Indiana and Michigan, even though these States were not affected by priority unemployment as was the case in January 1942.

Chart 1.—Number of initial and continued claims received in local offices, by month, January 1940-January 1943

[Ratio scale]



on record. In the past 3 years, December-January increases have ranged from 27 to 47 percent.

Even though the increase in benefit payments during January was small, it is significant insofar as it reverses the downward trend of benefit payments which has continued since July 1942. Part of the rise in January payments is attributable to the continuation from December of seasonal reductions in canning, construction, lumbering, and

Table 1.—Summary of unemployment compensation operations, January 1943

[Corrected to Mar. 1, 1943]

Item	Number or amount	Percentage change from—	
		December 1942	January 1942
Initial claims <sup>1</sup>	300,281	+10.1	-71.9
Continued claims <sup>1</sup>	1,226,838	+5.2	-73.2
Waiting-period <sup>1</sup>	262,852	+36.3	-75.0
Compensable <sup>1</sup>	963,986	-1.0	-72.7
Weeks compensated <sup>2</sup>	954,498	+4.6	-73.1
Total unemployment	839,053	+2.2	-73.8
Part-total unemployment <sup>3</sup>	21,577	+3.5	-76.6
Partial unemployment <sup>3</sup>	66,877	+10.2	-74.0
Number of beneficiaries: <sup>1</sup>			
Estimated individuals during month	322,600	+20.5	-73.6
Weekly average for month	226,757	+17.8	-71.5
Gross benefits paid <sup>4</sup>	\$12,182,047	+5.6	-70.3
Net benefits paid since benefits first payable <sup>5</sup>	\$2,044,797,757		
Funds available for benefits <sup>6</sup>	\$3,502,299,764	+3.4	+32.8

<sup>1</sup> Excludes Hawaii; data not reported.

<sup>2</sup> Excludes Alaska for January 1943; data not reported.

<sup>3</sup> Excludes New York, because data not reported, and Montana and Pennsylvania which have no provisions for partial and part-total unemployment.

<sup>4</sup> Based on 46 States reporting this type of payment during both periods.

<sup>5</sup> Based on 45 States reporting this type of payment during both periods.

<sup>6</sup> As of Jan. 31.

The total number of weeks compensated during January increased 4.6 percent over the previous month, slightly less than did the benefit payments. Weeks compensated for partial unemployment, however, were 10 percent above the December number. Primarily responsible for this increase

were Maryland, New Jersey, Ohio, and West Virginia, where the increases ranged from 30 to 84 percent. If these States were excluded from the total, the increase would have been less than 1 percent for the Nation as a whole. Each of these States except New Jersey reported a decrease in

Table 2.—Initial and continued claims received in local offices, by State, January 1943

[Data reported by State agencies, corrected to Feb. 23, 1943]

Social Security Board region and State	Initial claims				Continued claims				Waiting-period	Compensable		
	Number	Percentage change from—		New <sup>1</sup>	Additional <sup>1</sup>	Number	Percentage change from—					
		December 1942	January 1942				December 1942	January 1942				
Total <sup>2</sup>	300,111	+10.1	-71.9			1,226,575	+5.1	-73.2	262,820	963,755		
Region I:												
Connecticut	2,314	-7.9	-82.7	1,530	784	5,068	-7.6	-88.5	1,040	4,028		
Maine	788	-51.1	-80.0	567	221	8,709	-7.8	-59.8	397	8,312		
Massachusetts	8,386	-19.7	-75.3	4,296	4,090	30,909	+3.4	-81.1	3,257	27,682		
New Hampshire	824	-5	-67.7	405	419	3,323	-3.0	-73.4	425	2,888		
Rhode Island	2,305	-6.0	-74.1	1,468	837	8,454	-28.7	-73.5	603	7,881		
Vermont	553	+57.2	-70.6	436	119	1,957	+10.6	-71.4	486	1,471		
Region II:												
New York	50,931	-22.8	-64.4	24,905	26,026	273,571	-4.6	-56.3	70,915	302,658		
Region III:												
Delaware	782	+209.1	-78.8	683	99	1,709	+70.2	-81.6	418	1,261		
New Jersey	17,432	+31.1	-72.4	12,212	5,220	61,918	+3	-76.4	9,641	52,277		
Pennsylvania	20,209	+83.4	-57.8	12,209	(1)	117,740	+49.8	-62.3	45,820	71,920		
Region IV:												
District of Columbia	638	+70.1	-79.1	584	54	3,333	+7.6	-78.5	606	2,727		
Maryland	1,365	+29.0	-81.6	1,365	(1)	12,838	+10.3	-69.6	631	12,207		
North Carolina	4,801	+22.4	-79.6	3,743	1,058	19,639	+1.9	-76.3	2,527	17,112		
Virginia	1,665	-16.2	-61.5	1,041	624	7,271	-21.1	-80.6	542	6,729		
West Virginia	1,991	+21.7	-70.0	1,568	423	9,810	+6.1	-64.8	591	9,219		
Region V:												
Kentucky	2,582	+17.5	-78.3	1,2,582	(1)	16,001	-6.0	-55.7	1,181	14,830		
Michigan	11,852	-18.1	-87.6	8,992	2,860	39,271	+1.4	-89.8	5,236	34,035		
Ohio	8,206	+37.4	-83.0	8,206	(1)	34,488	-5.4	-85.4	7,021	27,467		
Region VI:												
Illinois	34,141	-17.2	-59.0	12,808	21,333	128,035	-6.7	-55.9	8,913	112,122		
Indiana	8,559	+44.8	-72.7	8,559	(1)	34,573	+23.6	-74.7	6,131	28,442		
Wisconsin	34,284	+6.3	-72.6	(1)	(1)	16,071	+15.6	-81.0	5,437	10,634		
Region VII:												
Alabama	6,022	+46.2	-50.8	4,807	1,215	32,361	-4	-41.7	7,808	24,493		
Florida	4,729	+22.3	-65.3	4,729	(1)	23,875	+7.9	-67.3	3,490	20,385		
Georgia	4,519	+17.4	-64.0	3,188	1,331	22,636	-15.8	-72.5	5,080	17,556		
Mississippi	3,219	+55.8	-67.8	2,502	717	9,984	+33.0	-74.6	2,298	7,086		
South Carolina	4,239	+32.1	-64.7	3,375	864	14,784	+5.6	-71.1	2,494	12,200		
Tennessee	5,754	+45.0	-64.5	4,660	1,094	29,605	-7.1	-64.8	4,228	25,467		
Region VIII:												
Iowa	4,330	+79.2	-73.4	3,672	658	11,414	+87.1	-77.7	4,550	6,864		
Minnesota	9,632	+56.4	-65.4	6,742	2,890	23,885	+38.3	-77.1	7,526	16,359		
Nebraska	1,989	+105.7	-72.7	1,627	362	4,809	+116.6	-82.7	1,835	2,971		
North Dakota	426	+76.0	-83.5	363	63	1,367	+93.4	-85.2	121	1,266		
South Dakota	308	+47.4	-64.9	194	114	1,083	+51.7	-83.6	201	882		
Region IX:												
Arkansas	1,648	+27.9	-72.4	1,475	173	7,761	+15.7	-73.7	711	7,000		
Kansas	2,405	+68.7	-76.1	2,028	377	7,401	+24.5	-80.0	1,186	6,215		
Missouri	11,684	+18.1	-54.4	9,099	2,585	47,063	-7	-58.2	11,436	35,627		
Oklahoma	3,480	+39.8	-70.1	2,839	641	10,002	+23.8	-76.1	1,369	8,633		
Region X:												
Louisiana	6,041	+61.0	-68.6	4,975	1,066	24,278	+12.3	-75.6	5,946	15,322		
New Mexico	267	+66.9	-91.1	255	12	922	+22.1	-92.2	82	84		
Texas	5,515	+9.7	-79.0	(1)	(1)	22,190	+9.8	-79.4	3,209	18,981		
Region XI:												
Colorado	896	+15.0	-78.8	724	172	3,266	+10.0	-83.4	603	2,663		
Idaho	1,107	+193.6	-80.2	907	200	2,177	+162.6	-90.3	804	1,373		
Montana	968	+165.9	-81.9	832	136	2,295	+123.0	-88.5	964	1,331		
Utah	222	-10.1	-94.0	176	46	861	+2.0	-95.1	82	779		
Wyoming	158	-76.7	-93.3	149	9	322	-12.7	-95.3	34	288		
Region XII:												
Arizona	660	+2.0	-82.8	600	60	2,273	0	-82.2	173	2,100		
California	23,893	+36.1	-77.9	16,875	7,018	70,282	+12.6	-84.1	17,737	52,945		
Nevada	114	-1.7	-92.5	99	15	403	-17.8	-93.1	50	333		
Oregon	4,247	+90.0	-75.4	4,015	232	5,925	+41.7	-89.2	2,633	3,292		
Washington	7,029	+139.3	-74.4	5,568	1,461	8,573	+77.9	-89.9	4,292	4,381		
Territories:												
Alaska <sup>3</sup>												
Hawaii <sup>4</sup>												

<sup>1</sup> State procedures do not provide for filing additional claims in Florida, Indiana, Kentucky, Maryland, Ohio, and Pennsylvania.

<sup>2</sup> Excludes Alaska and Hawaii; data not reported.

<sup>3</sup> Excludes all claims for partial unemployment.

<sup>4</sup> Break-down by type of claim not available. In Wisconsin this is due to provisions of State law which are not comparable with other States.

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the number of weeks compensated for total unemployment.

The opposite trends of weeks compensated and

compensable claims may be partly explained by the time lag between the filing of the compensable claim and the issuance of the benefit check.

Table 3.—Number of beneficiaries, number of weeks compensated, and amount of benefits paid, January 1943, and funds available for benefits as of January 31, 1943

[Data reported by State agencies, corrected to Feb. 23, 1943]

Social Security Board region and State	Beneficiaries			Weeks compensated for specified types of unemployment				Benefits paid <sup>2</sup>			Funds available for benefits <sup>4</sup> as of Jan. 31, 1943 <sup>5</sup>	
	Average weekly number	Percentage change from—		Estimated number of different individuals during month	All types	Total	Part-total <sup>1</sup>	Partial <sup>1</sup>	Amount <sup>2</sup>	Percentage change from—		
		December 1942	January 1942							December 1942	January 1942	
Total <sup>6</sup>	226,757	+17.8	-71.5	322,600	954,498	839,053	21,577	66,877	\$12,182,047	+5.6	-70.3	\$3,503,322,754
Region I:												
Connecticut	1,206	+1.9	-82.9	2,000	4,997	4,557	1	439	71,188	-2.6	-78.6	91,744,719
Maine	2,019	+28.5	-57.2	2,400	8,314	6,909	301	1,104	70,351	+3.4	-50.6	14,851,381
Massachusetts	6,051	+9.4	-80.1	9,000	25,013	21,865	158	2,900	290,810	-6.4	-80.1	138,307,674
New Hampshire	673	+4.0	-74.7	900	2,748	2,374	11	363	26,052	-7.4	-72.4	12,631,531
Rhode Island	2,111	-9.9	-65.5	3,000	8,401	7,469	25	907	119,179	-22.5	-60.9	34,333,118
Vermont	350	+21.1	-61.8	500	1,470	1,414	24	32	16,027	+16.3	-60.9	6,575,148
Region II:												
New York	59,461	+28.9	-48.5	74,900	240,397	213,406	(1)	(1)	3,231,316	+3	-46.0	411,069,251
Region III:												
Delaware	200	+38.3	-84.6	600	1,208	1,124	14	160	11,354	+34.4	-82.9	11,186,385
New Jersey	12,396	+13.5	-74.8	19,600	53,468	42,234	121	11,113	606,608	+4.8	-73.3	236,201,567
Pennsylvania	11,563	+14.1	-72.3	17,900	49,667	49,667	(1)	(1)	682,898	+9.7	-67.8	325,058,105
Region IV:												
District of Columbia	716	+2.3	-72.6	1,000	3,044	2,919	86	39	43,089	-3.3	-69.0	33,380,808
Maryland	2,529	-2.5	-68.5	3,600	12,646	7,922	50	4,674	144,405	+5.7	-64.3	58,541,461
North Carolina	4,338	+29.0	-71.3	6,900	17,779	16,348	97	1,334	115,645	+1.2	-73.5	54,248,962
Virginia	1,698	-4.3	-75.0	2,300	7,148	6,461	158	529	74,784	-9.2	-70.5	37,070,828
West Virginia	1,673	+25.8	-69.8	2,300	6,693	4,573	0	2,120	78,476	+9.5	-63.7	38,550,629
Region V:												
Kentucky	2,842	+6.3	-66.2	4,100	12,167	11,033	658	476	104,894	-1.4	-63.9	53,733,199
Michigan	8,133	+14.0	-89.1	13,300	39,409	37,793	716	900	650,467	+42.3	-87.7	154,134,452
Ohio	6,736	+13.8	-83.9	9,500	26,272	22,414	618	3,240	311,958	-3.7	-83.8	276,164,539
Region VI:												
Illinois	29,626	+7.5	-55.5	40,100	129,362	101,774	7,031	20,557	1,795,330	+5.4	-45.1	324,839,512
Indiana	6,444	+40.7	-72.6	9,800	27,828	25,330	1,187	1,311	306,154	+28.8	-73.0	92,371,226
Wisconsin	2,333	+26.2	-82.5	3,500	9,581	7,756	450	1,375	122,265	+5.5	-81.8	56,360,069
Region VII:												
Alabama	6,267	+17.7	-29.7	8,000	25,964	25,053	773	138	271,418	+4.8	-3.1	36,764,611
Florida	3,133	-13.0	-74.3	5,200	13,798	12,425	624	749	152,029	-8.7	-72.4	20,800,874
Georgia	4,130	-9.1	-68.9	5,300	16,407	15,729	372	306	165,713	-25.2	-66.1	39,966,634
Mississippi	1,317	+62.8	-79.2	2,200	5,527	4,988	106	433	55,873	+31.8	-73.9	10,785,520
South Carolina	2,219	+38.7	-65.9	3,300	8,947	8,352	213	382	82,989	+10.8	-65.0	21,858,262
Tennessee	6,427	+21.7	-59.0	9,100	26,891	25,580	637	674	275,175	+10.1	-56.9	32,100,271
Region VIII:												
Iowa	1,440	+74.3	-74.6	2,500	6,145	5,580	330	235	67,307	+55.9	-71.8	30,774,639
Minnesota	3,443	+38.6	-77.7	5,200	14,178	12,718	910	550	180,051	+13.9	-76.5	36,936,051
Nebraska	502	+93.1	-85.3	1,000	2,242	2,027	69	146	26,244	+108.2	-83.3	13,696,848
North Dakota	181	+112.9	-84.5	300	822	707	29	86	8,721	+90.0	-85.4	2,991,647
South Dakota	137	+149.1	-87.6	200	591	490	27	74	5,746	+84.6	-86.7	4,517,172
Region IX:												
Arkansas	1,086	+17.9	-75.1	1,800	4,719	4,447	85	187	36,933	+11.4	-71.8	14,541,635
Kansas	1,177	+40.6	-79.3	2,100	5,289	4,809	286	194	59,470	+46.7	-77.8	25,046,066
Missouri	8,198	+13.4	-48.6	12,100	33,478	30,703	221	2,464	438,786	-5	-41.3	94,004,454
Oklahoma	1,293	+43.8	-78.2	2,200	5,170	4,549	562	59	66,142	+33.1	-77.2	26,659,388
Region X:												
Louisiana	3,951	+20.6	-76.4	5,400	15,454	13,887	767	800	170,952	-13.5	-75.4	32,489,103
New Mexico	92	+10.8	-94.6	100	379	363	12	4	3,888	-7.6	-94.6	5,233,038
Texas	2,795	+30.2	-81.7	4,400	11,752	11,126	626	0	111,261	+17.0	-78.4	86,050,799
Region XI:												
Colorado	251	+69.6	-92.6	400	1,058	1,028	15	15	13,642	+48.7	-90.9	19,142,896
Idaho	149	+166.1	-94.6	300	701	671	30	0	9,713	+176.6	-94.1	6,167,502
Montana	236	+58.4	-93.7	400	1,032	1,032	(1)	(1)	12,059	+56.2	-93.6	8,770,932
Utah	228	+18.8	-93.3	300	924	853	56	15	14,653	+4.1	-93.1	11,137,292
Wyoming	49	+104.2	-95.4	100	207	195	10	2	3,059	+78.3	-95.6	4,332,649
Region XII:												
Arizona	189	+23.5	-89.0	300	768	747	21	0	10,262	+6.1	-88.7	8,485,653
California	13,040	+11.2	-84.2	19,700	57,353	49,851	2,718	4,784	827,626	+15.1	-84.8	310,428,035
Nevada	63	+46.5	-93.3	100	258	250	3	5	3,504	+14.3	-93.9	4,175,401
Oregon	733	-10.0	-80.9	1,600	2,896	2,500	202	194	31,920	-7	-85.9	28,420,289
Washington	783	+54.7	-92.3	1,700	3,598	2,804	167	627	47,741	+58.2	-92.0	60,313,963
Territories:												
Alaska												
Hawaii	60	+5.3	-82.9	100	248	157	0	91	2,920	+1.7	-76.6	12,098,250

<sup>1</sup> Benefits for partial and part-total unemployment are not provided by State law in Montana and Pennsylvania.

<sup>2</sup> Not adjusted for voided benefit checks.

<sup>3</sup> Includes supplemental payments.

<sup>4</sup> Represents sum of balances at end of month in State clearing account and benefit-payment account, and in State unemployment trust fund account

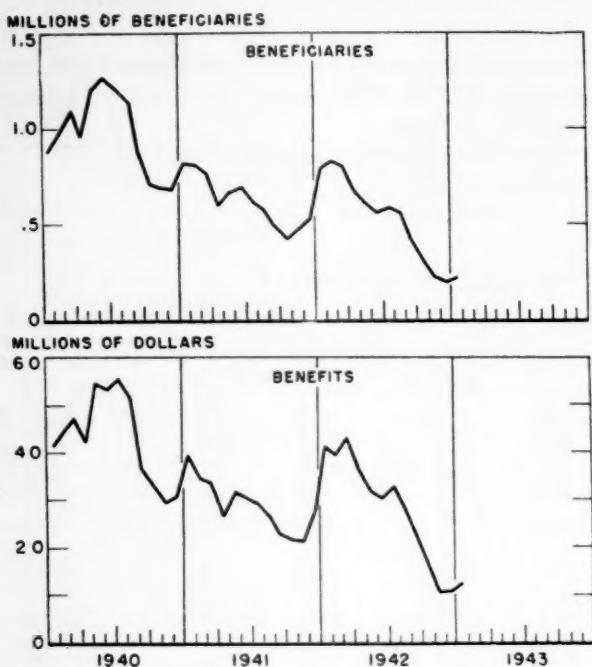
maintained in the U. S. Treasury. State unemployment trust fund accounts reflect transfers to railroad unemployment insurance account.

<sup>5</sup> As of Dec. 31, 1942, for Alaska.

<sup>6</sup> Excludes Alaska for January; data not reported.

<sup>7</sup> Data not reported.

**Chart 2.—Number of beneficiaries and amount of unemployment benefits paid, by month, January 1940-January 1943**



Approximately 322,600 different individuals received one or more benefit checks during the month, one-fifth more than in December. It is estimated that 16 percent of the persons unemployed, as reported by the Bureau of the Census, received unemployment compensation,<sup>1</sup> a slightly higher proportion than during the past 2 months.

Collections exceeded benefits during the month by \$114.4 million and raised the funds available for benefits over the \$3.5 billion mark.

#### ***Allowances and Disallowances of New Claims, October-December 1942***

The proportion of new claims which were disallowed rose to 17 percent in the last quarter of 1942. The third quarter of the year also marked a rise from the all-time low recorded in April-June. The upward trend has occurred despite more regular employment and greater base-period earnings of the last 2 years. For the third consecutive quarter, there was an increase in the ratio of reopened new claims to all new claims

<sup>1</sup> Obtained by dividing the Bureau of the Census estimate of unemployment during the week nearest the middle of the month into the average weekly number of benefit recipients during the month.

disposed of; the actual number of reopened claims, however, dropped from 118,000 in the third quarter to 56,300 in the fourth. In more than four-fifths of the contested determinations, the original determination was upheld—the highest proportion on record.

**Disallowances.**—Disallowance rates ranging from 33 to 38 percent were reported by Connecticut, the District of Columbia, Idaho, North Carolina, Ohio, and Utah; they represented marked increases from the previous quarter and also the highest proportion disallowed in these States during any quarter in 1942. In the District of Columbia and North Carolina, particularly, the increase was due primarily to the rise in the proportion of disallowances for insufficient wage credits. Several other States also showed marked increases in their disallowance rates, but in each case the number of claims involved was relatively small. In all, 35 States reported increased proportions of disallowances, and in 18 of them the rates were higher than for any previous quarter of 1942.

Insufficient wage credits continued to be the chief reason for disallowances and represented nearly one-tenth of all claims newly determined. Thirty-four States reported proportionately more new claims disallowed for this reason than in the preceding quarter, and in 11 of them the proportion was the highest in 1942. That the proportion of claims disallowed for insufficient wage credits has risen, despite substantially higher earnings and more steady employment, is probably due to the fact that a sizable proportion of the claimants whose claims were disallowed for this reason belong to the "hard core" of the chronically unemployed, whose earnings and employment have always been sporadic.

For the Nation as a whole, the proportion of claims disallowed because of no wage records increased from the third quarter, and in 20 States the proportion was higher than in any other quarter during 1942. These high proportions were due in part to the fact that many claimants, at the time of filing, were not aware that their previous earnings had not come from covered employment.

Most of the disallowances for "other" reasons occurred in a few States which report a claim as disallowed even though qualifying wages are recorded, if some other disqualification, such as voluntary quit, has arisen which prevents the

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payment of any benefits until the disqualification is removed.

*Reopened claims.*—The proportion of dispositions which consisted of reopenings rose from 12.5

percent in July-September to 13.1 in October-December—the highest proportion for any quarter on record. The number involved, however, was less than half that of the previous quarter.

Table 4.—Number of new claims disposed of on first determination by the initial authority, number allowed, number disallowed, and percentage distribution by reason for disallowance, by State, October-December 1942

[Data reported by State agencies, corrected to Jan. 22, 1943]

Social Security Board region and State	Total number of dispositions on first determination	Number allowed	Number	Percent of total dispositions	Disallowed			
					Reason for disallowance			
					Insufficient wage credits	No wage record	All other	
					Number	Percent of total dispositions	Number	Percent of total dispositions
Total	377,297	311,884	65,413	17.3	1 35,088	1 9.5	1 19,572	1 5.2
Region I:								
Connecticut	5,440	3,651	1,789	32.9	187	3.4	228	4.2
Maine	2,156	1,847	309	14.4	133	6.2	176	8.2
Massachusetts	10,858	8,615	2,243	20.7	409	3.8	364	3.4
New Hampshire	1,218	1,067	151	12.4	92	7.6	59	4.8
Rhode Island	4,848	4,479	369	7.6	223	4.6	146	3.0
Vermont	627	549	78	12.4	9	1.4	60	11.0
Region II:								
New York	70,149	60,549	9,600	13.7	5,046	7.2	4,554	6.5
Region III:								
Delaware	503	402	101	20.1	65	12.9	36	7.2
New Jersey	23,131	21,252	1,879	8.1	1,158	5.0	721	3.1
Pennsylvania	19,873	18,548	1,325	6.7	1,168	5.9	157	.8
Region IV:								
District of Columbia	1,174	792	382	32.6	332	28.3	50	4.3
Maryland	3,446	3,138	308	9.0	150	4.4	158	4.6
North Carolina	7,824	5,206	2,618	33.4	957	12.2	582	7.4
Virginia	3,848	3,412	436	11.3	209	5.4	227	5.9
West Virginia	3,305	2,723	582	17.6	345	10.4	237	7.2
Region V:								
Kentucky	4,484	3,144	1,340	29.9	795	17.7	545	12.2
Michigan	19,755	16,105	3,650	18.5	2,468	12.5	1,185	6.0
Ohio	17,766	11,008	6,758	38.0	2,967	16.7	922	5.2
Region VI:								
Illinois	39,299	34,393	4,906	12.5	2,607	6.6	2,299	5.9
Indiana	9,018	7,907	1,111	12.3	1,068	11.8	43	.5
Wisconsin <sup>1</sup>	4,863	4,140	723	14.9	(1)	(1)	(1)	(1)
Region VII:								
Alabama	8,127	7,213	914	11.2	685	8.4	229	2.8
Florida	9,279	7,019	2,200	24.3	1,617	17.4	542	5.8
Georgia	7,450	5,515	1,935	25.9	852	11.4	448	6.0
Mississippi	2,199	1,565	634	28.8	324	14.7	137	6.2
South Carolina	4,864	3,672	1,192	24.5	953	19.6	239	4.9
Tennessee	10,858	8,764	2,094	19.3	1,573	14.5	521	4.8
Region VIII:								
Iowa	3,030	2,211	819	27.0	207	6.8	165	5.4
Minnesota	5,200	4,327	873	16.8	548	10.5	325	6.3
Nebraska	1,015	754	261	25.7	148	14.6	113	11.1
North Dakota	214	162	52	24.3	28	13.1	20	9.3
South Dakota	319	221	98	30.8	21	6.6	50	15.7
Region IX:								
Arkansas	2,286	1,861	425	18.6	140	6.1	285	12.5
Kansas	2,105	1,801	304	14.4	156	7.4	147	7.0
Missouri	19,406	15,416	3,990	20.6	2,540	13.1	929	4.8
Oklahoma	3,155	2,417	738	23.4	504	16.0	234	7.4
Region X:								
Louisiana	7,424	5,810	1,614	21.7	1,508	20.3	106	1.4
New Mexico	281	202	79	28.1	42	14.9	37	13.2
Texas	6,010	4,957	1,053	17.6	350	6.5	556	9.3
Region XI:								
Colorado	796	568	228	28.7	55	6.9	104	13.1
Idaho	262	162	100	38.2	29	11.1	21	8.0
Montana	409	315	94	22.9	23	5.6	21	5.1
Utah	426	287	139	32.6	58	13.6	46	10.8
Wyoming	136	60	76	55.8	20	14.7	7	5.1
Region XII:								
Arizona	844	646	198	23.4	125	14.8	61	7.2
California	23,312	19,474	3,838	16.4	2,639	11.3	1,199	5.1
Nevada	209	139	70	33.6	57	27.3	11	5.3
Oregon	1,597	1,309	288	18.0	125	7.8	117	7.3
Washington	2,206	1,870	336	15.2	201	9.1	135	6.1
Territories:								
Alaska	84	59	25	20.8	11	13.1	9	10.7
Hawaii	209	181	28	13.4	24	11.5	0	4

<sup>1</sup> Excludes Wisconsin, for which data are not comparable because of provision of State law.

<sup>2</sup> Represents insufficient weeks of employment in base period.

<sup>3</sup> Data represent dispositions of all initial claims for total and part-total unemployment.

<sup>4</sup> Less than 0.05 percent.

Nearly nine-tenths of the total dispositions in Oregon were reopenings resulting from a review of the 1938-41 seasonal claims.

All but 11 States reported that a higher proportion of the original determinations were sustained this quarter than the previous quarter. The initial determination remained unchanged in

84 out of 100 claims for the Nation as a whole, a ratio which represents the lowest rate of modification for any quarter during the year. In the fourth quarter only 57 percent of the claims previously disallowed were reversed—the smallest proportion on record and a decrease from 66 percent in the preceding quarter.

## Employment Service Operations\*

Placements made by the U. S. Employment Service of the War Manpower Commission showed a slight contraseasonal rise in January, when they totaled 727,000 or 2.5 percent more than in December. About as many States reported increases as reported decreases; Utah had the largest proportionate rise and North Dakota the greatest relative decline. All but six States filled more jobs than in January 1942, and many more than doubled the number. The national total was 66 percent above the figure for January 1942.

Nonagricultural placements, nine-tenths of the total, rose 7.2 percent. Increases were reported by industrial and agricultural States alike. With the concentration of war industries in States which, in the past, were largely farming areas there is, however, no longer a sharp differentiation between "industrial" and "agricultural" States. There was not much variation from December to January in the distribution of nonagricultural placements among the different industry divisions. Placements in wholesale and retail trade were only 5.9 percent of the total, as against 7.2 percent in

December. Manufacturing placements, on the other hand, rose from 49.4 percent in December to 51.1 percent in January. Women were placed in slightly more than a third of all manufacturing jobs filled.

Agricultural placements were concentrated in a

Table 2.—Agricultural placements in the continental United States, by type of activity, January 1943

[Corrected to Feb. 26, 1943]

Type of activity	Number	Percentage change from—		Percent- age dis- tribution
		December 1942	January 1942	
Total	68,301	-27.8	+113.2	100.0
Agricultural and similar service establishments <sup>1</sup>				
Farming	1,732	-20.4	+79.5	2.5
Grain	66,569	-28.0	+114.2	97.5
Cotton	1,937	-64.8	(1)	2.8
Fruit and tree-nut	19,836	-38.2	+301.1	29.1
Dairy	8,075	+7.7	+282.7	11.8
Livestock and poultry	1,989	+2.3	+172.5	2.9
General	993	-10.9	+105.2	1.5
All other	5,824	-23.2	-63.3	8.5
	27,915	-24.0	+492.5	40.0

<sup>1</sup> Includes establishments primarily engaged in performing, on a fee or contract basis, such agricultural services as custom milling, hay baling, farm management, and animal-husbandry and horticultural services. Includes also business enterprises engaged in hunting and trapping or in the operation of game preserves.

<sup>2</sup> Increase of more than 1,000 percent.

\*Data from the Labor Market Division, Bureau of Program Planning and Review, War Manpower Commission.

Table 1.—Nonagricultural placements in the continental United States, by industry division and by major occupational group, January 1943

[Corrected to Feb. 27, 1943]

Industry division	All occupations				Profes- sional and managerial	Clerical and sales	Service	Skilled	Semi- skilled	Unskilled and other
	Total number	Percent- age change from December 1942	Women	Nonwhite						
Total	659,166	+7.2	220,903	113,445	5,965	58,549	83,362	83,762	107,521	326,007
Forestry and fishery	253	+121.9	6	59	2	1	24	59	9	158
Mining	5,085	+2.1	128	349	27	115	76	1,915	427	2,526
Construction	105,486	+2.0	1,499	25,513	285	2,380	1,003	24,691	7,450	60,677
Manufacturing	336,987	+10.9	125,491	30,500	3,463	23,691	7,409	43,889	80,993	177,542
Transportation, communication, and other public utilities	26,988	+8.3	3,051	4,259	128	3,003	1,057	1,512	2,058	19,230
Wholesale and retail trade	38,937	-12.0	14,084	6,249	133	9,072	11,846	905	3,453	13,528
Finance, insurance, and real estate	4,171	+26.1	1,986	718	29	1,696	1,685	148	297	316
Service	72,965	+3.1	51,787	37,170	788	5,196	55,428	1,687	3,415	6,451
Government	68,015	+15.0	22,834	8,576	1,108	13,375	4,815	8,952	9,380	30,385
Establishments not elsewhere classified	278	-32.7	37	52	2	20	19	4	39	194

Table 3.—Summary of nonagricultural and agricultural placements in the continental United States, by State, January 1943

[Corrected to Feb. 27, 1943]

War Manpower Commission region and State	Total			Nonagricultural			Agricultural			
	Number	Percentage change from—		Number	Percentage change from—		Number	Percentage change from—		Percent of all placements
		December 1942	January 1942		December 1942	January 1942		December 1942	January 1942	
Total	727,467	+2.5	+66.5	659,166	+7.2	+62.9	68,301	-27.8	+113.2	9.4
Region I:										
Connecticut	10,062	+17.1	+14.5	9,948	+20.3	+14.1	114	-64.3	+60.6	1.1
Maine	5,186	+10.6	+47.2	5,136	+10.9	+47.5	50	-13.8	(1)	1.0
Massachusetts	19,849	-1.4	+130.8	19,772	-1.6	+130.5	77	(1)	(1)	.4
New Hampshire	1,455	-1.9	-26.8	1,407	-1.7	-27.4	48	(1)	(1)	3.3
Rhode Island	6,581	-4.6	+164.5	6,577	-4.5	+164.7	4	(1)	(1)	.1
Vermont	699	-3.5	-7.9	625	-7.0	-14.6	74	+42.3	(1)	10.6
Region II:										
New York	72,958	+6.6	+57.9	72,618	+6.6	+57.8	340	-9	+68.3	.5
Region III:										
Delaware	2,138	-13.7	+50.0	2,138	-13.5	+50.1	0	(1)	(1)	0
New Jersey	19,621	+24.1	+29.8	19,521	+26.6	+29.7	100	-74.3	+69.5	.5
Pennsylvania	33,968	+10.3	+65.8	33,702	+13.5	+65.5	266	-75.9	+131.3	.8
Region IV:										
District of Columbia	3,342	-1.0	-44.9	3,342	-1.0	-44.8	0	(1)	(1)	0
Maryland	12,385	+16.3	+107.6	12,162	+18.6	+104.8	223	-44.4	(1)	1.8
North Carolina	18,177	+17.9	+37.9	17,763	+19.0	+38.5	414	-16.4	+17.3	2.3
Virginia	7,870	-6.2	+10.2	7,297	-1.6	+2.4	573	-41.0	(1)	7.3
West Virginia	5,742	+4.4	+113.8	5,724	+4.2	+113.7	18	(1)	(1)	.3
Region V:										
Kentucky	8,738	+6.3	+160.0	8,223	+2.9	+146.3	515	+121.0	(1)	5.9
Michigan	23,212	+19.9	+103.7	23,055	+20.5	+104.4	157	-90.5	+41.4	.7
Ohio	46,111	+10.9	+123.1	45,608	+11.1	+121.9	503	-4.0	+312.3	1.1
Region VI:										
Illinois	22,968	+22.6	+24.6	22,518	+23.5	+23.8	450	-11.9	+86.0	2.0
Indiana	14,969	+3.7	+42.9	14,861	+3.6	+42.7	108	+33.3	+77.0	.7
Wisconsin	12,580	-4.7	+54.2	12,256	-5.2	+55.1	324	+20.9	+25.6	2.6
Region VII:										
Alabama	10,508	+60.0	+101.5	10,183	+58.2	+99.2	325	+150.0	+218.6	3.1
Florida	18,258	+81.6	+190.3	8,309	+3.8	+46.2	9,949	+385.1	(1)	54.5
Georgia	7,897	+20.5	+31.7	7,859	+21.3	+32.0	38	(1)	(1)	.5
Mississippi	6,606	+5.3	+54.1	6,408	+2.5	+57.2	198	(1)	-5.7	3.0
South Carolina	4,229	+9.8	-19.1	4,119	+9.9	-20.7	110	+3.8	(1)	2.6
Tennessee	14,931	+	1	+137.2	-11.8	+20.1	7,491	+15.5	(1)	50.2
Region VIII:										
Iowa	6,998	+24.6	+18.8	6,755	+37.5	+21.0	243	-65.5	-20.8	3.5
Minnesota	9,094	-31.5	+70.8	8,554	-29.3	+77.7	540	-53.9	+5.9	5.9
Nebraska	5,563	-50.2	+149.7	5,085	-19.4	+137.7	478	-90.2	+437.1	8.6
North Dakota	1,479	-51.8	-3.1	1,280	-47.2	-6	199	-69.1	-16.7	13.5
South Dakota	1,800	-45.4	+101.3	1,370	+11.6	+67.9	430	-79.2	+451.3	23.9
Region IX:										
Arkansas	12,090	+5.1	+104.5	11,159	+4.0	+11.1	10,931	+6.3	(1)	40.5
Kansas	14,713	+10.2	(1)	14,535	+11.1	(1)	178	-33.1	(1)	1.2
Missouri	24,481	-4.4	(1)	23,645	-2.5	(1)	836	-38.5	(1)	3.4
Oklahoma	8,281	-35.5	+78.1	7,386	-11.7	+65.3	895	-80.0	+397.2	10.8
Region X:										
Louisiana	4,456	-13.4	-37.1	4,408	+3.1	-37.5	48	(1)	(1)	1.1
New Mexico	3,106	-18.4	+183.1	2,905	+3.6	+256.0	201	-80.0	-28.5	6.5
Texas	32,116	-18.1	+4.5	41,580	+14.3	+35.1	10,536	-61.3	-44.8	20.2
Region XI:										
Colorado	5,183	-13.0	+85.8	4,709	-1.2	+81.1	474	-60.2	+149.5	9.1
Idaho	2,434	-31.2	+76.0	2,203	-25.2	+87.6	231	-61.2	+10.5	9.5
Montana	1,973	-17.3	+59.2	1,665	-17.7	+47.7	308	-15.4	+175.0	15.6
Utah	17,250	+163.3	+655.6	17,236	+168.6	+658.0	14	(1)	(1)	.1
Wyoming	1,098	-6.6	+63.4	1,030	-4.4	+95.4	68	-31.3	-53.1	6.2
Region XII:										
Arizona	7,939	-23.9	+59.0	3,819	+9.5	+54.2	4,120	-40.6	+63.7	51.9
California	92,379	-7.3	+100.4	78,136	-9.8	+82.1	14,243	+9.3	+347.2	15.4
Nevada	3,330	+19.6	+118.9	3,274	+19.7	+129.1	56	+12.0	-39.1	1.7
Oregon	16,958	+31.6	+119.9	16,470	+47.7	+119.7	488	-71.9	+129.1	2.9
Washington	13,706	-11.4	+69.0	13,391	-10.1	+71.2	315	-45.7	+9.0	2.3

<sup>1</sup> Not computed, because fewer than 50 agricultural placements were made in 1 or both periods.

<sup>2</sup> Increase of more than 1,000 percent.

<sup>3</sup> Excludes 3,781 placements made in cooperation with the USES in Tennessee which were credited to Tennessee.

<sup>4</sup> Beginning Feb. 16, 1942, data for Kansas City, Kans., included with Kansas City, Mo.

<sup>5</sup> Data not comparable.

few States; Arizona, Arkansas, California, Florida, Tennessee, and Texas together accounted for 83 percent of the 68,300 farm placements made during the month. Placements on cotton farms were of primary importance in Tennessee, Arizona, and Arkansas, while vegetable farming took most of the placements in Florida and Texas. Fruit and tree-nut farming absorbed about two-fifths of the farm placements in California and about one-fifth of those in Texas.

Nearly 1.4 million applications were received by the employment offices during the month; New York, California, and Pennsylvania each reported more than 100,000. The active file at the middle of the month stood at 1.7 million, or 11.5 percent below the total 2 months earlier. Only 15 States reported increases in the number of persons registered in the active files.

Shortages of trainees have resulted in a drop in enrollments in public and private pre-employment training classes during the November-January period. In January, 220,000 persons were enrolled in these classes, 26,000 fewer than in November. Enrollments of women and nonwhite persons also declined during this period.

Employment Service referrals to training classes, however, rose more than 18 percent during January, when 58,000 persons were referred to pre-employment classes for vocational training for war

Table 4.—*Total applications received and active file of applications in public employment offices in the continental United States, by State, January 1943*

[Corrected to Feb. 25, 1943]

War Manpower Commission region and State	Total applications received, January 1943	Active file as of Jan. 16, 1943	War Manpower Commission region and State	Total applications received, January 1943	Active file as of Jan. 16, 1943
Total	1,384,493	1,678,210	Reg. VII.—Con.		
Reg. I:			Miss.	17,045	21,545
Conn.	19,896	11,068	S. C.	13,967	14,099
Maine	10,468	7,836	Tenn.	21,113	27,812
Mass.	53,128	38,764	Reg. VIII:		
N. H.	3,965	5,272	Iowa	16,043	18,136
R. I.	12,934	5,029	Minn.	29,346	34,440
Vt.	2,010	1,803	Nebr.	9,126	10,853
Reg. II:			N. Dak.	3,081	4,104
N. Y.	157,808	258,195	S. Dak.	3,474	2,568
Reg. III:			Reg. IX:		
Del.	2,566	4,308	Ark.	18,465	17,241
N. J.	48,383	64,500	Kans. <sup>1</sup>	14,560	20,821
Pa.	101,811	136,571	Mo. <sup>1</sup>	56,024	104,030
Reg. IV:			Okla.	15,572	28,064
D. C.	6,194	7,639	Reg. X:		
Md.	26,135	18,544	La.	18,468	22,094
N. C.	15,579	21,413	N. Mex.	2,888	3,565
Va.	18,934	17,140	Tex.	77,003	87,073
W. Va.	14,808	21,833	Reg. XI:		
Reg. V:			Colo.	10,711	11,441
Ky.	22,722	39,907	Idaho	3,446	2,862
Mich.	54,481	63,426	Mont.	2,492	2,386
Ohio	94,450	89,177	Utah	6,318	2,113
Reg. VI:			Wyo.	1,485	1,227
Ill.	74,268	114,130	Reg. XII:		
Ind.	54,328	57,005	Ariz.	6,793	9,321
Wis.	25,290	29,768	Calif.	112,765	98,261
Reg. VII:			Nev.	1,510	1,222
Ala.	26,071	26,636	Oreg.	14,688	8,576
Fla.	24,116	29,483	Wash.	13,401	14,456
Ga.	24,364	30,807			

<sup>1</sup> Data for Kansas City, Kans., included with Kansas City, Mo.

work, and more than 16,000 persons were placed on NYA projects.

## Railroad Unemployment Insurance\*

Total employment on class I railroads declined slightly from mid-December to mid-January, to 1,319,000 workers, despite the increases which took place in all but three Interstate Commerce Commission regions. The largest gains occurred in the Central Eastern, Southern, and Southwestern regions. Winter weather resulted in lower maintenance-of-way employment in the eastern regions, and in all regions there was the usual post-Christmas decline in employment among transportation employees other than those in train, engine, and yard service. These decreases and lower employment levels in train and engine service on the western roads offset gains in other groups in the New England, Great Lakes, and Central Western

regions; the reductions were 1,000, 2,900, and 550, respectively.

*Certificates of benefit rights.*—Almost 1,900 persons applied for certificates of benefit rights during January, a decrease of 38 percent from the December figure (table 1). This decrease does not indicate that there was a decline in unemployment from the preceding month, but that a smaller number of railroad workers experienced their initial unemployment.

The Minneapolis region, in which maintenance-of-way operations are most severely affected by winter, had apparently had the major part of its lay-offs during December, when nearly 1,000 applications were filed. Applications dropped sharply in January to only 350.

Railroad employees who have submitted applications for certificates of benefit rights between

\*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad unemployment insurance: Applications for certificate of benefit rights received, claims received, and benefit payments certified, by specified period, 1941-43

Period	1942-43				1941-42			
	Applications <sup>1</sup>	Claims	Benefit payments <sup>2</sup>		Applications <sup>1</sup>	Claims	Benefit payments <sup>2</sup>	
			Number	Amount			Number	Amount
July-January	19,040	75,423	58,680	\$1,264,304	79,031	306,831	256,800	\$5,082,398
January	1,873	10,914	8,898	200,039	12,824	83,122	73,511	1,397,108
Jan. 1-15	1,084	5,511	4,482	101,244	8,070	39,932	34,740	646,652
Jan. 16-31	789	5,403	4,416	98,795	4,754	43,190	38,771	750,456
Weekly averages:								
July	1,452	2,499	1,630	33,551	4,031	6,478	4,632	81,260
August	752	2,904	2,403	50,914	1,339	7,763	6,122	128,781
September	446	2,766	2,216	48,865	1,032	7,494	6,661	146,230
October	290	2,450	1,940	42,164	1,218	7,345	6,387	138,744
November	326	2,168	1,747	38,369	2,991	9,794	7,833	164,150
December	694	2,250	1,686	34,747	5,018	13,989	11,652	212,314
January	450	2,619	2,136	48,009	3,001	19,454	17,205	326,983

<sup>1</sup> For current benefit year only.

<sup>2</sup> Net figures, adjusted for underpayments and recovery of overpayments.

July 1, 1942, and January 31, 1943, numbered 19,000, which, contrasted with 79,000 for the similar period of the preceding year, illustrates the significant reduction in unemployment.

**Claims.**—The seasonal decrease in employment is reflected in the rise in claims received by the regional offices of the Board in January; the claims numbered 10,900, or 11 percent more than in the preceding month. More workers filed claims in the Chicago, Minneapolis, Denver, and Kansas City regions. The greatest increase was in the Minneapolis region where the December lay-offs caused January claims to be double those in December. Other sections of the country reported decreased numbers on the rolls; the sharpest reduction in claims filed—22 percent—took place in the Atlanta region.

Comparison of claims receipts during January 1943 with January 1942 shows declines ranging from 96 percent in the San Francisco region to 76 percent in the Atlanta region, and resulting in an over-all decrease of 87 percent. During the period from the beginning of the benefit year to January 31, 1943, unemployed railroad workers filed 75,400 claims compared to 306,800 in the corresponding period in the preceding year.

**Benefit payments.**—Benefit payments amounting to \$200,000 were made as a result of 8,900 certifications during January. This is an increase of 21 percent over the preceding month in the number of certifications. As a result of a strong seasonal influence, almost one-half of the certifications were made in the Chicago and Minneapolis regions.

Some 2,000 payments were made to unemployed workers who had not previously received benefits during the current benefit year (table 2). The average payment, \$17.42, was the highest this year and was substantially more than the average payment in January 1942. The increase resulted from both a higher average benefit rate and more days of unemployment within registration periods.

This higher benefit rate is attributable to the initial unemployment of a relatively large group of train and engine employees such as brakemen, switchmen, and firemen—particularly in the Minneapolis region—most of whom are eligible for the maximum daily benefit.

Payments for 7,000 subsequent periods of unemployment made during January averaged \$23.80. This sizable increase over the average for the preceding month is mainly due to the increase of 6.2 percent in the average number of days of compensable unemployment. As in the case of the initial certifications, this average was approximately \$3 higher than in the corresponding month in the preceding year.

**Benefit accounts.**—The December lay-offs were followed by an increase of 26 percent in the number of accounts opened in January. A majority of the 2,050 new accounts were opened in the first half of the month. Fewer than 13,100 accounts had been opened in the current benefit year up to the end of January, approximately 22 percent of the number opened in the corresponding period last year. Only 246 beneficiaries exhausted their benefits during January; the 765

**Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days for certifications of benefit year 1942-43, by month, July 1942-January 1943<sup>1</sup>**

Type of certification and period	All certifications				Certifications with 14 days of unemployment			Certifications with 8-13 days of unemployment			Certifications with 5-7 days of unemployment			
	Number	Average benefit payment	Average daily benefit	Average number of compensable days	Percent of all certifications	Average benefit payment	Average daily benefit	Percent of all certifications	Average benefit payment	Average daily benefit	Percent of all certifications	Average benefit payment	Average daily benefit	Average number of compensable days
Certifications for first registration period: <sup>2</sup>														
July 1942	2,457	\$16.59	\$2.82	5.88	66.7	\$19.95	\$2.85	33.3	\$9.87	\$2.82	3.65	-----	-----	-----
August	3,262	16.23	2.80	5.80	64.6	19.56	2.79	35.4	10.16	2.82	3.60	-----	-----	-----
September	1,557	15.25	2.70	5.66	62.0	18.63	2.66	38.0	9.75	2.81	3.47	-----	-----	-----
October	1,146	17.09	2.92	5.84	64.9	20.73	2.96	35.1	10.35	2.80	3.69	-----	-----	-----
November	819	16.71	2.88	5.80	66.2	20.21	2.89	33.8	9.85	2.85	3.46	-----	-----	-----
December	1,584	17.30	2.82	6.14	75.1	19.61	2.80	24.9	10.32	2.89	3.57	-----	-----	-----
January 1943	2,016	17.42	2.87	6.07	72.4	20.07	2.87	27.6	10.45	2.88	3.63	-----	-----	-----
Certifications for subsequent registration periods: <sup>4</sup>														
July 1942	351	25.16	2.77	9.08	77.2	27.77	2.77	19.7	17.98	2.74	6.57	3.1	\$6.00	\$2.75 2.18
August	6,716	24.02	2.80	8.57	69.0	28.00	2.80	23.0	18.50	2.80	6.61	8.0	5.66	2.76 2.05
September	7,680	23.36	2.76	8.45	65.7	27.82	2.78	26.1	17.76	2.69	6.59	8.2	5.44	2.73 1.99
October	7,452	22.57	2.77	8.15	59.4	28.09	2.81	29.9	17.53	2.64	6.63	10.7	5.99	2.87 2.09
November	6,161	23.06	2.78	8.30	61.6	28.27	2.83	28.5	17.88	2.64	6.77	8.9	5.56	2.73 2.03
December	5,708	21.81	2.76	7.91	57.4	27.86	2.79	28.7	17.17	2.66	6.44	13.9	6.27	2.74 2.20
January 1943	6,964	23.80	2.83	8.40	67.0	28.74	2.87	22.7	17.38	2.68	6.49	10.3	5.86	2.68 2.19

<sup>1</sup> Data based on 33.3-percent sample, except number of certifications and average benefit per certification.

<sup>2</sup> Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

workers who had received the maximum amount of benefits by the end of January are ineligible for further unemployment compensation until at least the opening of the next benefit year on July 1.

**Employment service.**—The employment service of the Board placed 15,700 workers in jobs during January, a slight increase over the number placed in the preceding month. The increase is significant, however, in view of the fact that the December figure included a large number of Christmas-

season placements of freight, baggage, and mail handlers, while no favorable seasonal influence affected the January figure. In January 1942, only 2,700 persons were placed.

Increased numbers of workers were placed by the Dallas, Denver, and San Francisco regions, in which one-third of all placements were made. Most of the 6,000 or more trackmen who were placed were located in these regions. Placement activities also continued at high levels in other regions.

# OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

## Operations Under the Social Security Act

### Monthly Benefits in Force and Payments Certified, December 1942

Benefits in force at the end of December totaled 692,000, an increase of 2.1 percent over the previous month's figure and of 43.0 percent over that for December 1941 (table 1). The amount of benefits in force exceeded \$12.5 million, as compared with \$8.8 million in force at the end of the previous year.

The largest proportionate increase during 1942 in the number of benefits in force occurred in widow's benefits, which rose 91 percent from December 1941 to December 1942. The number of child's, widow's current, and parent's benefits in force each increased about 50 percent. During the same period, primary benefits in force rose 35.5 percent and wife's benefits, 39.1 percent. The relatively smaller percentage increase in primary and wife's benefits is not surprising, since entitlement to such benefits is conditioned on the

retirement of the insured wage earner. An estimated 600,000 insured workers aged 65 or over have preferred to continue in covered occupations rather than file claims for primary insurance benefits; consequently, their wives have not become entitled to benefits. The larger percentage increase in wife's than in primary insurance benefits probably resulted from the fact that a number of wives of primary beneficiaries already on the rolls attained age 65 during 1942 and thus became entitled to wife's benefits. The relatively large increases in the number of survivor benefits in force is due, not to increasing death rates among covered workers, but to the fact that larger numbers of deceased covered workers had acquired insured status, on the basis of which their survivors could become entitled to benefits.

The number of benefits in suspension more than doubled during the year, from 32,800 at the end of 1941 to 74,400 a year later. Almost

Table 1.—Number and amount of monthly benefits in force<sup>1</sup> in each payment status<sup>2</sup> and actions effected during the month, by type of benefit, December 1942

[Current month's data corrected to Jan. 21, 1943]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Nov. 30, 1942	677,237	\$12,315,247	308,652	\$7,084,141	87,400	\$1,067,364	180,918	\$2,206,030	27,586	\$556,510	69,713	\$1,362,581	2,968	\$38,621
Current-payment status	587,071	10,587,949	256,575	5,908,037	75,582	927,686	168,015	2,055,649	27,290	549,850	56,669	1,108,461	2,940	38,266
Deferred-payment status	2,380	46,843	1,670	36,527	284	3,456	194	2,068	93	2,277	136	2,444	3	41
Conditional-payment status	87,786	1,680,455	50,407	1,139,577	11,534	136,222	12,709	148,283	203	4,383	12,908	251,676	25	314
Suspensions <sup>3</sup>	71,495	1,325,178	41,366	897,757	9,131	103,378	10,906	126,292	119	2,506	9,949	194,943	24	302
Frozen benefits <sup>4</sup>	16,291	355,277	9,041	241,820	2,403	32,844	1,803	21,991	84	1,877	2,959	56,733	1	12
Actions during December 1942:														
Benefits awarded	19,901	353,953	6,659	156,920	2,325	29,020	6,527	81,442	1,493	30,078	2,791	55,065	106	1,428
Entitlements terminated <sup>5</sup>	5,574	97,338	1,842	42,747	899	10,905	1,745	22,211	116	2,293	944	18,836	28	346
Net adjustments <sup>6</sup>	53	2,461	15	684	2	64	20	1,043	3	59	14	621	-1	-10
In force as of Dec. 31, 1942	691,617	12,574,323	313,484	7,198,968	88,828	1,085,543	185,720	2,266,304	28,966	584,354	71,574	1,309,431	3,045	39,603
Current-payment status	598,342	10,781,532	260,129	5,988,797	76,634	940,782	172,505	2,111,919	28,631	576,946	57,435	1,123,838	3,008	39,250
Deferred-payment status	2,402	46,070	1,660	35,543	297	3,463	206	2,224	101	2,453	135	2,346	3	41
Conditional-payment status	90,873	1,746,721	51,695	1,174,658	11,897	141,298	13,009	152,161	234	4,955	14,004	273,247	34	402
Suspensions <sup>3</sup>	74,417	1,388,365	42,734	934,189	9,474	108,102	11,150	129,395	141	2,865	10,885	213,424	33	390
Frozen benefits <sup>4</sup>	16,456	358,356	8,961	240,469	2,423	33,196	1,859	22,766	93	2,090	3,119	59,823	1	12

<sup>1</sup> Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 6) and terminations (see footnote 5), cumulative from January 1940, when monthly benefits were first payable.

<sup>2</sup> Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

<sup>3</sup> Represents benefits which have previously been in current or deferred-payment status.

<sup>4</sup> Represents benefits which have never been in current or deferred-payment status.

<sup>5</sup> Terminations may be for following reasons: primary benefit—beneficiary's

death; wife's benefit—beneficiary's death, death of husband, divorce, or entitlement of beneficiary to equal or larger primary benefit; child's benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's benefit—widow's current benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—widow's benefit or to equal or larger primary benefit, termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to other equal or larger monthly benefit.

<sup>6</sup> Adjustments in amount of monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203(a) of the 1939 amendments are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203(b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.

**Table 2.—Average amount of monthly benefits in force, by type of benefit and payment status, December 31, 1942<sup>1</sup>**

[Corrected to Jan. 21, 1943]

Type of benefit	Total in force	Payment status			
		Current	Deferred	Conditional	
				Suspen-	Frozen
Primary	\$22.96	\$23.02	\$21.41	\$21.86	\$26.84
Wife's	12.22	12.28	11.66	11.41	13.70
Child's	12.20	12.24	10.80	11.60	12.25
Widow's	20.17	20.15	24.29	20.32	22.47
Widow's current	19.55	19.57	17.38	19.61	19.18
Parent's	13.04	13.05	13.67	11.82	12.00

<sup>1</sup> See footnotes to table 1.

11 percent of the benefits in force at the end of 1942 were in suspension, in contrast to 7 percent at the end of 1941. The proportion of primary benefits in suspension increased from 8.7 percent to 13.6, wife's from 6.5 to 10.7, child's from 3.6 to 6.0, and widow's current from 8.2 to 15.2. Among the aged recipients of widow's and parent's benefits there was also a substantial increase in the proportion of benefits in suspension, although the absolute number of suspended benefits is very

**Table 3.—Monthly benefits and lump-sum death payments certified, by type of payment, December 1942 and cumulative, January–December 1942**

Type of payment	December			Total amount certified January–December 1942
	Number of beneficiaries <sup>1</sup>	Amount certified	Percentage distribution	
			Beneficiaries	
Monthly benefits <sup>2</sup>	606,905	\$11,420,031	100.0	\$122,006,060
Primary	264,062	6,239,165	43.5	68,318,976
Supplementary	87,755	1,098,585	14.5	11,985,169
Wife's	77,778	985,561	12.8	10,645,309
Child's	9,977	113,024	1.7	1,339,860
Survivor's	255,088	4,082,281	42.0	35.8
Widow's	28,695	630,133	4.7	5,783,862
Widow's current	58,614	1,242,324	9.7	13,399,398
Child's	164,757	2,165,685	27.1	22,074,079
Parent's	3,022	44,139	.5	444,576
Lump-sum death payments	4,917	1,361,506		15,034,201
Under 1939 amendments <sup>3</sup>	9,609	1,357,361		14,959,076
Under 1935 act <sup>4</sup>	108	4,145		75,125

<sup>1</sup> Differs from number in current-payment status, which takes account of changes in status effective after certification.

<sup>2</sup> Distribution by type of benefit estimated. Estimates revised February 1942.

<sup>3</sup> Includes retroactive payments.

<sup>4</sup> Represents number of deceased workers on whose wages payments were based.

<sup>5</sup> Payable with respect to workers who died after Dec. 31, 1939, in cases in which no survivor could be entitled to monthly benefits for month in which worker died.

<sup>6</sup> Payable with respect to workers who died prior to Jan. 1, 1940.

small. Among all groups except the recipients of wife's and child's benefits, the suspension of benefits results almost wholly from the beneficiary's participation in covered employment. Although many child's benefits are shown to be in suspension because of the children's failure to attend school, even their nonattendance may be presumed to be caused by participation in employment, either covered or noncovered; suspension of the benefits of children of primary beneficiaries often results from the primary beneficiary's employment. The suspension of wife's benefits is more often the result of the husband's, rather than the wife's, participation in covered employment.

Except for widow's benefits, the average monthly amount paid for each type of benefit in current-payment status (table 2) was somewhat higher than in December 1941. The average primary benefit rose from \$22.70 to \$23.02, and the average wife's benefit from \$12.11 to \$12.28. Widow's current benefits increased from \$19.50 to \$19.57; child's benefits from \$12.19 to \$12.24; and parent's benefits from \$12.97 to \$13.05. The average amount of widow's benefits decreased from \$20.22 to \$20.15.

More than \$122 million was certified for monthly benefit payments during the calendar year 1942 (table 3), as compared with \$80.6 million certified during 1941. Of the total amount certified during 1942, about 56 percent went to primary beneficiaries, 10 percent to the wives and children of primary beneficiaries, and 34 percent to survivors of deceased insured wage earners. Almost \$15 million was certified for lump-sum payments under the 1939 amendments, about \$2 million more than in the previous year. Certifications of lump-sum death payments under the 1935 act declined from \$180,000 in 1941 to \$75,000 in 1942.

On the basis of preliminary data for January 1943, it is estimated that \$11.6 million was certified for 620,700 monthly beneficiaries. Of the total amount, about \$6.3 million was certified for 269,100 primary beneficiaries, \$1.1 million for 89,300 supplementary beneficiaries, and \$4.2 million for 262,300 survivors. Almost \$1.4 million was certified in lump-sum death payments based on the wage records of 9,800 deceased wage earners.

## Operations Under the Railroad Retirement Act\*

The relatively large number of deaths, especially among employee annuitants, reported to the Board during January almost completely offset the number of new annuitants and pensioners added to the rolls in January (table 1). Monthly benefits in force at the end of the month numbered 159,000 at a total monthly rate of \$10.2 million. The net amount certified to the Treasury during the month, including retroactive payments and lump-sum death benefits, was \$10.8 million.

*Employee annuities.*—Annuity applications received in January totaled 1,400, compared with a monthly average of 1,349 for 1942. Certifications of employee annuities numbered 1,307; the average for last year was 1,244. Terminations by death numbered 940, well above the monthly average of 764 during 1942.

The number of employee annuitants on the rolls increased by 336 during the month to a total of 129,000. The monthly amount payable on these annuities was \$8.5 million.

*Pensions.*—No new pensioners were added to the rolls in January, but the names of 321 were removed because of death. Terminations by death averaged 288 in 1942. At the end of the month, 25,700 pensions were in force, at a total monthly rate of \$1.5 million.

*Survivor payments.*—At the end of January, the Board was paying 3,242 survivor annuities amounting to \$104,000 a month, and 572 death-

benefit annuities under the 1935 act, amounting to \$20,600.

Lump-sum death benefits were certified during the month to survivors of 1,034 deceased individuals. The average payment was \$340.14. The total number certified since the beginning of operations was 63,200, and the average amount \$198.15.

*Amount of benefits payable, by type.*—Approximately 60 percent of all finally certified employee annuitants on the rolls at the end of June 1942 were receiving monthly payments of \$60 or more, and 20 percent were receiving \$90 or more (table 2). About 1 percent were receiving the current maximum of \$120. Of the age annuities, at age 65 or over, the greatest concentration was at \$40, the amount payable in most cases where the certification is under the minimum annuity provision. For all types of employee annuities combined, the average monthly payment was \$66.38. Although the distributions follow the same general patterns as in previous years (see December 1940 and January 1942 issues of the Bulletin), the averages have changed somewhat.

Since age annuities at age 65 or over comprised 76 percent of all employee annuities, their distribution differed only slightly from that of the total. Average age annuities for workers who retired before age 65 were somewhat less than for those who retired at that age or over. Although the former are all based on the maximum 30 years of service and, generally, on a higher average monthly compensation, they are subject to a

\*Prepared by the Office of Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—*Railroad retirement: Number and amount of annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of benefit, January 1943*<sup>1</sup>

Period and administrative action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Dec. 31, 1942	158,758	\$10,166,333	128,921	\$8,507,102	26,015	\$1,534,222	3,230	\$103,668	592	\$21,339
During January 1943:										
Initial certifications	1,392	88,510	1,307	85,687	0	0	20	556	65	2,266
Terminations by death (deduct)	1,354	83,510	940	62,089	321	18,140	8	229	85	3,051
In force as of Jan. 31, 1943	158,759	10,172,247	129,257	8,531,788	25,688	1,515,920	3,242	103,983	572	20,554
Total payments (net)		<sup>2</sup> 10,750,298			8,806,287		1,496,040		106,478	
										28,409

<sup>1</sup> For definitions of classes of benefit, see the Bulletin, October 1942, p. 25. Data for initial certifications are for period in which payment was first certified and not for period in which it began to accrue. Data for terminations by death are for period in which notice of death was received and not for period in which beneficiary died. In-force data represent certifications less terminations by death; they are adjusted for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payment). Certifications are reported on an accounting-month basis ended on approximately

the 20th, terminations are reported through the 10th, and total payments are on calendar-month basis. Cents omitted.

<sup>2</sup> In a few cases, payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

<sup>3</sup> Includes \$312,992 for lump-sum death benefits.

reduction for each month between the beginning date and the sixty-fifth birthday of the annuitant.

Disability annuities based on less than 30 years of service are subject to the same reduction. Because of this, and the shorter period of service and lower average compensation on which they are based, annuities in this group had the lowest average amount of all four types. Disability annuities based on 30 years of service, which are not subject to the reduction for retirement before age 65, showed the highest average amount.

The distribution in table 2 does not make allowance for annuities in force but subject to recertification, for annuities not yet certified as of June 30 but which will have beginning dates on or before that date, or for annuities paid to individuals who died before the end of the year but whose death had not yet been reported to the Board. Claims certified subject to recertification pending further investigation are generally ultimately certified for lower amounts than those initially adjudicated on a final basis. The inclusion of such cases will therefore tend to lower the averages shown in table 2. On the other hand, the average annuity beginning to accrue in 1941-42 was higher than for any previous year (see below). The inclusion, therefore, of such annuities which had not yet been certified by June 30, 1942, will tend to increase the in-force averages shown. Of the two opposing factors, the first is more important

in the case of age annuities beginning at age 65 or over, since that group, proportionately, includes the major part of the annuities subject to recertification. The second is more important in the case of the other 3 types, which generally require longer periods to adjudicate and the average amounts of which, at any given time, are consequently more seriously affected by subsequent administrative actions.

The estimated average for employee annuities ultimately payable for June 1942, after taking into account the administrative factors described above, are compared with corresponding averages for the preceding year as follows:

Month	Total	Age annuities beginning—		Disability annuities based on—	
		At age 65 or over	Before age 65	30 years of service	Less than 30 years of service
June 1941	\$65.73	\$65.31	\$64.27	\$80.10	\$34.88
June 1942	66.14	65.78	64.87	80.37	34.76

These increased averages reflect even more marked increases among annuities beginning in 1941-42 as compared with those which began prior to June 1941. The more recent retirees, on the whole, had longer periods of service and higher average monthly compensation, and, consequently, were certified for larger annuities. Apparently, many individuals, who would ordi-

Table 2.—Railroad retirement: Distribution of finally certified employee annuities in force June 30, 1942, by monthly amount and by type of annuity

Monthly amount <sup>1</sup>	Total		Age annuities beginning—				Disability annuities based on—			
			At age 65 or over		Before age 65		30 years of service		Less than 30 years of service	
	Number	Percent- age dis- tribution	Number	Percent- age dis- tribution	Number	Percent- age dis- tribution	Number	Percent- age dis- tribution	Number	Percent- age dis- tribution
Total	123,202	100.0	93,091	100.0	6,893	100.0	17,104	100.0	6,114	100.0
Under \$10.00	823	.7	666	.7	19	.3	1	(1)	137	2.2
10.00-19.99	4,226	3.7	3,462	3.7	62	.9	7	(1)	905	16.3
20.00-29.99	7,506	6.1	5,728	6.2	197	2.9	98	.6	1,483	24.3
30.00-39.99	7,301	5.9	5,197	5.6	352	5.1	354	2.1	1,398	22.9
40.00-49.99	17,198	14.0	14,527	15.6	848	12.3	750	4.4	1,073	17.5
50.00-59.99	11,432	9.3	8,380	9.0	1,345	19.5	1,062	6.2	645	10.5
60.00-69.99	15,911	12.9	11,910	12.8	1,411	20.4	2,338	13.7	252	4.1
70.00-79.99	18,189	14.7	13,084	14.1	1,219	17.7	3,785	22.0	101	1.7
80.00-89.99	15,375	12.5	10,918	11.7	703	10.2	3,730	21.8	24	.4
90.00-99.99	10,482	8.5	7,668	8.2	421	6.1	2,388	14.0	5	.1
100.00-109.99	8,287	6.7	6,411	6.9	246	3.6	1,629	9.5	1	(1)
110.00-119.99	4,810	3.9	3,907	4.2	70	1.0	833	4.9	—	—
120.00	1,362	1.1	1,233	1.3	—	—	129	.8	—	—
Average monthly annuity		\$66.38		\$66.05		\$64.79		\$80.12		\$34.68

<sup>1</sup> Represents amount payable to annuitants after deductions, if any, for retirement before age 65 and for the election of joint and survivor options.

<sup>2</sup> Less than 0.05 percent.

narily have retired on relatively smaller annuities, were induced to remain on the job, chiefly because of manpower needs and improved employment opportunities in the railroad industry.

Pension payments, on the average, were smaller than employee annuities, although a much larger proportion of the pensions were for the maximum \$120 benefit. The largest concentration of pensions—15 percent—fell in the \$20–29.99 group, while 45 percent were less than \$50. Survivor annuities also showed the greatest concentration in the \$20–29.99 range; one-fourth were in this group and another fourth were at less than \$20. Death-benefit annuities are payable for a maximum of \$60. Here the largest number is in the \$30–39.99 group, which includes 29 percent of the total.

Adjustments to obtain the average monthly amount of pensions and survivor and death-benefit annuities ultimately payable are similar to those made for employee annuities. The averages for June 1941 and June 1942 are as follows:

Month	Pensions	Survivor annuities	Death-benefit annuities
June 1941.....	\$58.91	\$32.46	\$35.61
June 1942.....	58.95	32.23	35.99

The average pension has been increasing steadily because most of the deaths among pensioners have occurred among the older individuals, who generally retired in earlier years and received somewhat smaller pensions than those more recently retired.

The average survivor annuity, on the other

Table 3.—*Railroad retirement: Distribution of pensions and survivor and death-benefit annuities in force June 30, 1942, by monthly amount*

Monthly amount	Pensions		Survivor annuities		Death-benefit annuities	
	Number	Per-cent-age distribution	Number	Per-cent-age distribution	Number	Per-cent-age distribution
Total.....	27,582	100.0	3,053	100.0	573	100.0
Under \$10.00.....	30	.1	146	4.8	14	2.4
10.00–19.99.....	943	3.4	607	19.9	60	10.5
20.00–29.99.....	4,193	15.2	768	25.1	101	17.6
30.00–39.99.....	3,786	13.7	671	22.0	167	29.1
40.00–49.99.....	3,530	12.8	423	13.9	136	23.8
50.00–59.99.....	3,341	12.1	251	8.2	88	15.4
60.00–69.99.....	2,834	10.3	104	3.4	7	1.2
70.00–79.99.....	2,285	8.3	55	1.8	—	—
80.00–89.99.....	1,651	6.0	25	.8	—	—
90.00–99.99.....	1,385	5.0	3	.1	—	—
100.00–109.99.....	1,157	4.2	—	—	—	—
110.00–119.99.....	799	2.9	—	—	—	—
120.00.....	1,648	6.0	—	—	—	—
Average monthly annuity.....		\$58.97		\$32.29		\$36.20

hand, has been declining. The reason for the decrease is the fact that under the 1935 act a relatively large number of employees who made joint and survivor elections were eligible for disability annuities based on 30 years of service, which are usually higher in amount than any other type. Many of these annuities were terminated by death shortly after they were certified, and survivor annuities became payable. Under the 1937 act, on the other hand, the option of election by such individuals was eliminated, so that the average amount of annuity on which an option could be based was accordingly smaller.

The average death-benefit annuity payable has not shown a clearly defined trend.

# SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

## Social Security and Other Income Payments to Individuals

Income payments to individuals in January amounted to \$11.0 billion, 1.5 percent more than in December and 26.3 percent more than in January 1942 (table 1). The continuing increase in income payments has resulted in further concentration of payments in one segment of the total—compensation to employees, which accounted for 70.5 percent of all payments in January 1943 as against 66.4 percent a year earlier. Entrepreneurial income, net rents, and royalties constituted 20.5 percent of the total in January of both years. Payments in each of the other groups, which together accounted for 9 percent of the total this month, represented 13 percent of the total in January 1942.

Compensation of employees, including payments to members of the armed forces, amounted to \$7.8 billion, an increase of about \$2 billion or 34 percent over last January. In addition to the

large increases resulting from expansion of both the armed forces and civilian employment, increased hours of work and wage rates have had an important effect on the upward trend of wages and salaries. In view of the current demands for manpower, it is apparent that further increases can be expected in compensation of employees.

Entrepreneurial income, net rents, and royalties increased only slightly over December but were 26 percent above January 1942. All other types of income payments were below levels of a year ago, and only social insurance and related payments showed an increase over December.

Payments in January under the selected social insurance programs which amounted to \$80.4 million were 1 percent above December payments but 24 percent less than in January 1942. The seasonal increase in unemployment insurance payments when added to the rise in retirement

Table 1.—*Income payments in the continental United States, by specified period, 1936-43*<sup>1</sup>

[In millions; data corrected to Mar. 8, 1943]

Calendar year and month <sup>2</sup>	Total	Compensation of employees <sup>3</sup>	Entrepreneurial income, net rents, and royalties	Dividends and interest	Work relief <sup>4</sup>	Direct relief <sup>5</sup>	Social insurance and related payments <sup>6</sup>	Veterans' bonus
1936	\$68,024	\$40,027	\$13,003	\$9,785	\$2,155	\$672	\$955	\$1,427
1937	72,365	44,689	14,162	9,891	1,639	836	1,020	128
1938	66,135	40,845	12,369	8,233	2,094	1,008	1,529	57
1939	70,829	43,906	13,441	8,891	1,870	1,074	1,616	34
1940	76,472	48,309	14,484	9,175	1,577	1,068	1,801	28
1941	92,229	60,356	18,139	9,653	1,213	1,112	1,737	19
1942	115,479	79,522	23,145	9,331	386	1,061	1,823	11
1942								
January	8,713	5,789	1,787	803	77	94	162	1
February	8,817	5,901	1,787	801	72	95	160	1
March	8,928	6,026	1,769	799	75	94	164	1
April	9,149	6,195	1,843	792	68	92	158	1
May	9,258	6,329	1,840	789	58	89	152	1
June	9,486	6,550	1,858	784	53	87	153	1
July	9,652	6,716	1,874	772	45	86	158	1
August	9,844	6,858	1,946	766	35	86	152	1
September	9,954	6,950	1,981	761	30	85	146	1
October	10,230	7,173	2,045	757	26	85	143	1
November	10,601	7,431	2,169	755	24	84	137	1
December	10,847	7,604	2,246	752	23	84	138	1
1943								
January	11,007	7,764	2,251	750	19	83	139	1

<sup>1</sup> Compensation of employees, entrepreneurial income, net rents, and royalties, and dividends and interest adjusted for seasonal variation.

<sup>2</sup> For annual and monthly figures 1929-40, see the Bulletin, August 1941, table 1, pp. 74-76.

<sup>3</sup> Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions, payments to members of the armed forces, and Government portion of payments to dependents of members of the armed forces.

<sup>4</sup> Earnings of persons employed by the NYA, WPA, and CCC (through August 1942). Excludes earnings of persons employed on other Federal agency projects financed from emergency funds; such earnings are included in the column "Compensation of employees."

<sup>5</sup> Payments to recipients under the 3 special public assistance programs and general assistance, the value of food stamps issued by the Food Distribution Administration under the food stamp plan, and subsistence payments certified by the Farm Security Administration through June 1942.

<sup>6</sup> Represents payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

and disability payments caused the increase in total payments over December. The decrease from levels of a year ago reflects the considerable drop in unemployment insurance payments during 1942—a decrease which more than offset the steady increase in retirement and disability payments.

Monthly retirement and disability payments under each of the four programs changed 2 percent or less from the December levels; compared with payments of a year ago, changes under only two of these programs—the old-age and survivors insurance and civil service programs—significantly exceeded 2 percent. Payments in January under the old-age and survivors insurance program were 28.4 percent above those of January 1942, while payments under civil service were 6.4 percent higher.

Table 2.—Payments under selected social insurance and related programs, by specified period, 1936-43<sup>1</sup>

[In thousands; data corrected to Mar. 3, 1943]

Calendar year and month	Total	Retirement, disability, and survivor payments										Refunds under the Civil Service Commission to employees leaving service <sup>10</sup>	Unemployment insurance payments				
		Monthly retirement and disability payments <sup>2</sup>				Survivor payments							Total	State unemployment compensation laws <sup>11</sup>	Railroad Unemployment Insurance Act		
		Social Security Act <sup>3</sup>		Railroad Retirement Act <sup>4</sup>		Civil Service Commission <sup>5</sup>		Veterans Administration <sup>6</sup>		Social Security Act <sup>7</sup>							
		Total	Social Security Act <sup>3</sup>	Railroad Retirement Act <sup>4</sup>	Civil Service Commission <sup>5</sup>	Veterans Administration <sup>6</sup>	Social Security Act <sup>7</sup>	Railroad Retirement Act <sup>8</sup>	Veterans Administration <sup>9</sup>	Social Security Act <sup>7</sup>	Railroad Retirement Act <sup>8</sup>	Civil Service Commission <sup>9</sup>	Veterans Administration <sup>10</sup>	Total	State unemployment compensation laws <sup>11</sup>	Railroad Unemployment Insurance Act	
1936	\$461,760	\$458,765	\$683	\$51,630	\$299,001		\$2	\$99,992		\$4,062	\$3,395	\$2,864	\$131	\$131			
1937	505,143	499,532	40,001	53,694	299,660		444	96,370	\$1,278	4,401	3,684	3,479	2,132	2,132			
1938	972,926	575,814	96,766	56,118	301,277		1,383	101,492	10,478	291	4,604	3,405	3,326	393,786	393,786		
1939	1,046,005	608,094	107,282	58,331	307,512		1,451	109,192	13,895	1,926	4,952	3,553	2,846	435,065	429,298	\$5,767	
1940	1,191,906	654,040	\$21,075	114,166	62,019	317,851	\$7,784	1,448	105,696	11,734	2,497	5,810	3,960	3,277	534,589	518,700	15,889
1941	1,090,102	726,631	55,141	119,913	64,933	320,561	25,454	1,559	111,799	13,328	3,421	6,170	4,352	4,615	358,856	344,321	14,535
1942	1,137,104	780,354	80,304	122,806	68,115	325,262	41,702	1,603	111,196	15,034	4,114	6,108	4,110	6,357	350,393	344,084	6,309
1942																	
January	105,607	62,670	5,811	10,102	5,557	26,710	2,827	128	9,233	1,267	258	424	353	484	42,453	41,056	1,397
February	104,775	62,941	6,074	10,161	5,549	26,669	2,997	133	9,155	1,291	301	274	337	622	41,212	39,884	1,328
March	108,187	63,436	6,243	10,223	5,532	26,661	3,109	127	9,173	1,185	306	509	368	465	44,286	43,035	1,251
April	101,431	63,952	6,430	10,198	5,572	26,681	3,240	128	9,211	1,397	238	497	360	468	37,011	36,311	700
May	96,280	63,743	6,544	10,068	5,594	26,646	3,312	125	9,182	1,239	256	402	375	514	32,023	31,704	319
June	95,580	64,581	6,660	10,210	5,637	26,658	3,431	141	9,212	1,278	449	547	358	547	30,452	30,226	226
July	99,608	66,278	6,824	10,288	5,677	28,027	3,545	140	9,233	1,186	514	503	341	551	32,779	32,625	154
August	94,605	65,685	6,873	10,262	5,743	27,491	3,569	139	9,256	957	389	690	316	445	28,475	28,252	223
September	89,645	66,508	7,141	10,257	5,772	27,360	3,805	137	9,251	1,529	299	612	345	536	22,601	22,395	206
October	84,457	66,813	7,175	10,308	5,802	27,517	3,863	134	9,486	1,239	349	609	331	558	17,086	16,896	190
November	78,801	66,425	7,191	10,326	5,820	27,350	3,921	135	9,372	1,104	344	553	309	645	11,731	11,574	157
December	79,558	67,324	7,338	10,402	5,858	27,493	4,082	137	9,432	1,362	413	489	318	521	11,713	11,558	155
1943																	
January	80,400	67,324	12,7,464	10,302	5,913	12,27,436	12,4,171	135	12,9,301	12,1,395	313	538	12,356	701	12,384	12,182	202

<sup>1</sup> Data represent payments to individuals and exclude cost of administration. Retirement and survivor payments under Social Security and Railroad Retirement Acts (including retroactive payments) are amounts certified to the Secretary of the Treasury for payment; payments under Railroad Unemployment Insurance Act are amounts certified to the disbursing officers of the Treasury; payments under the Civil Service Commission and Veterans Administration are disbursements minus cancellations; State unemployment insurance payments are checks issued by State agencies.

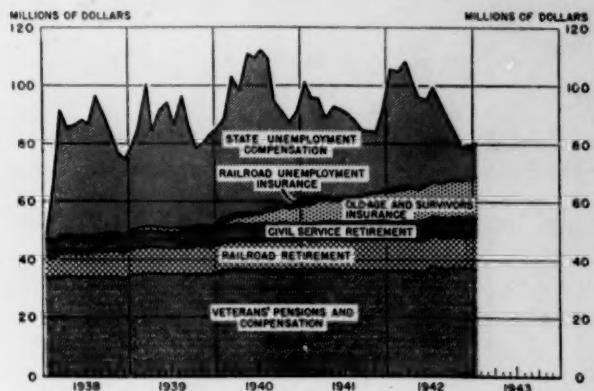
<sup>2</sup> Old-age retirement benefits under all acts and disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts, and disability payments to veterans.

<sup>3</sup> Primary benefits, wife's benefits, and benefits to children of primary beneficiaries. Partly estimated.

<sup>4</sup> Amounts certified, minus cancellations. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

<sup>5</sup> Principally payments from civil-service retirement and disability fund but includes also payments from Canal Zone retirement and disability fund

Chart 1.—Payments under selected social insurance and related programs, January 1938-January 1943



and Alaska Railroad retirement and disability fund administered by the Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Data for calendar years 1936-39 estimated on basis of data for fiscal years.

<sup>4</sup> Payments to veterans for pensions and compensation.

<sup>5</sup> Widow's benefits, widow's current benefits, parent's benefits, and orphan's benefits. Partly estimated.

<sup>6</sup> Payments to survivors of deceased veterans.

<sup>7</sup> Payments at age 65 for 1937-August 1939, payments with respect to deaths of covered workers prior to Jan. 1, 1940, for entire period, and, beginning January 1940, payments with respect to deaths of covered workers after Dec. 31, 1939. Payments at age 65 totaling \$651,000 in 1937, \$4.7 million in 1938, and \$4.6 million in 1939 are not survivor payments.

<sup>8</sup> Payments for burial expenses of deceased veterans.

<sup>9</sup> Reported by State agencies to the Bureau of Employment Security. Annual figures adjusted for voided benefit checks; monthly figures unadjusted.

<sup>10</sup> Preliminary estimate.

Table 3.—*Individuals receiving payments under selected social insurance and related programs, by month, January 1942-January 1943*

[In thousands; data corrected to Mar. 3, 1943]

Year and month	Retirement, disability, and survivor beneficiaries												Separated employees receiving refunds under the Civil Service Commission <sup>4</sup>	Unemployment insurance beneficiaries		
	Monthly retirement and disability beneficiaries				Survivor beneficiaries											
	Monthly			Lump-sum <sup>5</sup>												
Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>2</sup>	Civil Service Commission <sup>3</sup>	Veterans Administration <sup>4</sup>	Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>2</sup>	Veterans Administration <sup>4</sup>	Social Security Act	Railroad Retirement Act	Civil Service Commission	Veterans Administration	Civil Service Commission <sup>4</sup>	State unemployment compensation laws <sup>12</sup>	Railroad Unemployment Insurance Act <sup>11</sup>	Unemployment insurance beneficiaries		
1942																
January	282.5	152.8	69.3	622.3	176.1	3.6	317.9	9.1	0.9	0.5	3.5	4.1	796.6	35.1		
February	292.9	153.3	69.1	622.5	185.2	3.6	315.4	9.3	1.0	.3	3.3	4.2	837.6	33.6		
March	301.5	153.5	69.2	622.8	192.3	3.6	315.5	8.6	1.0	.6	3.8	4.2	803.1	29.2		
April	310.6	153.8	69.3	622.7	200.8	3.6	315.7	10.1	1.0	.6	3.7	4.3	668.3	16.9		
May	316.8	153.4	69.7	622.9	207.9	3.6	316.6	9.0	.8	.5	3.5	4.9	609.7	7.2		
June	322.3	153.3	70.0	623.0	215.3	3.6	316.8	9.2	1.4	.6	3.5	5.1	552.7	4.7		
July	328.7	153.8	70.4	623.1	222.5	3.7	317.6	8.5	1.3	.5	3.6	5.5	574.9	3.3		
August	333.2	153.8	70.9	623.5	226.7	3.8	318.5	6.9	1.3	.8	3.3	4.8	543.0	4.6		
September	341.2	154.3	71.4	623.1	236.1	3.8	315.5	10.8	1.1	.7	3.5	6.3	422.7	4.3		
October	345.4	154.5	71.7	623.6	242.5	3.8	315.8	8.8	1.0	.7	3.4	7.7	310.4	3.9		
November	346.6	154.7	72.2	624.0	247.8	3.8	316.1	7.9	1.0	.7	3.2	8.9	221.5	3.3		
December	351.8	154.9	72.7	624.1	255.1	3.8	315.9	9.7	1.2	.6	3.3	7.3	192.6	3.3		
1943																
January	12 358.4	154.9	72.8	622.8	12 262.3	3.8	311.5	12 9.8	1.0	.7	3.7	10.0	226.8	4.0		

<sup>1</sup> Primary beneficiaries and their wives and children, for whom monthly benefits were certified to the Secretary of the Treasury during month.

<sup>2</sup> Employee annuitants and pensioners on roll as of 20th of month; includes disability annuitants.

<sup>3</sup> Annuitants under Civil Service, Canal Zone, and Alaska Railroad Retirement Acts; represents age and disability retirements, voluntary and involuntary retirements. Includes persons receiving survivor benefits under joint and survivor elections. Figures not adjusted for suspension of annuities of persons reemployed under the National Defense Act of June 28, 1940, or Act of Jan. 24, 1942.

<sup>4</sup> Veterans receiving pensions and compensation during month.

<sup>5</sup> Widows, parents, and orphans for whom monthly benefits were certified to the Secretary of the Treasury during month.

<sup>6</sup> Widows receiving survivor benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months; number on roll as of 20th of month. Widows receiving both survivor and death-benefit

annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

<sup>7</sup> Widows, children, and parents of deceased veterans on whose account payments were made during month.

<sup>8</sup> For Social Security Act, deceased wage earners whose survivors received payments under either the 1935 or 1939 act; for Railroad Retirement Act, deceased wage earners on whose account payments to survivors were certified in month ending on 20th calendar day; for Civil Service Commission, employees who died before retirement age and annuitants with unexpended balances whose survivors received payments; for Veterans Administration, survivor or other persons entitled to reimbursement for expenditures in connection with burial of deceased veterans.

<sup>9</sup> See footnote 3 for programs covered.

<sup>10</sup> Represents average weekly number of benefit recipients.

<sup>11</sup> Represents average number of persons receiving benefits for unemployment during a registration period of 14 consecutive da.'s.

<sup>12</sup> Preliminary estimate.

Monthly payments to survivors under the three programs providing for this type of payment were above levels of last January, but except for payments under the old-age and survivors insurance program, where the increase amounted to 48 percent, the changes were small. Lump-sum payments were above January 1942 payments under all programs; the increase under the veterans' program amounted to only 1 percent, while under the other three programs payments increased 10 to 27 percent.

Unemployment compensation payments under the State laws increased 5.6 percent over December as a result of seasonal unemployment and amounted to \$12.2 million in January. However, the rise this year was considerably below that of last year, when payments increased 47 percent for the same period. In view of the continuing demand for labor, it is probable that many seasonally unemployed workers were quickly absorbed in other lines. Even with the increase this month,

payments were 70 percent below the level of last January. Payments under the railroad unemployment insurance program increased 30 percent over December to reach \$202,000, an amount 86 percent below payments in January 1942.

Approximately 1.8 million individuals received monthly payments amounting to \$64.7 million, and 15,200 received lump-sum payments amounting to \$2.6 million under the retirement, disability, and survivor programs in January (tables 2 and 3). Unemployment insurance payments amounting to \$12.4 million were made to about 231,000 beneficiaries.

#### State and Local Government Retirement Systems

Public retirement systems for employees of State and local governments have been the subject of a recent study by the Social Security Board in cooperation with the Bureau of the Census. Complete results will be published in the near future;

preliminary estimates for a few important items for each State are presented at this time because of the widespread interest in the subject.<sup>1</sup>

<sup>1</sup> Summary tabulations of operating data have been published by the Division of State and Local Government, Bureau of the Census, in *Preliminary Report on Retirement Systems for State and Local Government Employees: 1941*. Census Release No. 17. A detailed analysis of the extent and character of the protection available to State and local employees is being made by the Division of Coordination Studies, Social Security Board.

Data for the study were obtained by means of a canvass conducted by the Bureau of the Census from systems in all larger governmental units and from a sample of cities with populations of less than 5,000 and counties with less than 50,000. The following types of programs were excluded: systems under which only service-connected disability payments are made and which therefore

**Table 4.—Preliminary estimates of employment and pay rolls covered by State and local government retirement systems in January 1942 and number of beneficiaries and amount of benefit payments in last month of fiscal year 1940-41<sup>1</sup>**

[Amounts in thousands]

State	Employment, January 1942			Pay rolls, January 1942		Number of beneficiaries, last month of fiscal year 1940-41	Amount of monthly benefit payments, last month of fiscal year 1940-41		
	Total <sup>2</sup>	Covered by retirement systems <sup>3</sup>		Total <sup>2</sup>	Covered by retirement systems <sup>3</sup>				
		Number	Percent						
Total	3,249,282	1,494,714	46.0	\$386,497	\$231,067	59.8	158,265	\$11,360	
Alabama	47,421	2,760	5.8	3,706	349	0.4	302	19	
Arizona	12,304	3,951	32.1	1,722	675	39.2	171	10	
Arkansas	32,483	12,769	39.3	2,143	820	38.3	402	1 <sup>1</sup>	
California	192,970	147,468	76.4	30,744	26,425	86.0	12,395	702	
Colorado	31,243	8,626	27.6	3,597	1,324	36.8	1,170	68	
Connecticut	42,728	29,656	69.4	6,035	4,783	79.3	2,741	196	
Delaware	7,208	1,065	14.8	844	185	21.9	134	7	
District of Columbia <sup>4</sup>	15,369	5,700	37.1	2,485	1,367	55.0	1,534	141	
Florida	50,119	28,090	56.0	4,999	3,107	62.2	839	46	
Georgia	57,457	8,204	14.3	4,784	1,035	21.6	710	45	
Idaho	13,836	0	0	1,456	0	0	0	0	
Illinois	170,508	88,164	51.7	23,272	16,811	72.2	19,050	1,316	
Indiana	80,720	25,988	32.2	8,904	3,762	42.3	3,549	176	
Iowa	67,923	3,707	5.4	6,207	590	9.5	941	47	
Kansas	57,602	16,990	29.5	4,852	1,823	37.6	314	19	
Kentucky	47,794	22,414	46.9	4,201	1,909	47.6	406	18	
Louisiana	59,961	20,176	33.7	5,407	2,317	42.9	692	41	
Maine	26,747	13,514	50.5	2,048	1,235	60.3	821	37	
Maryland	39,048	23,600	60.4	4,434	2,735	61.7	2,569	168	
Massachusetts	116,376	76,443	65.7	15,990	12,001	75.1	10,682	720	
Michigan	143,792	68,004	47.3	19,259	11,857	61.6	5,921	400	
Minnesota	86,371	37,649	43.6	8,593	5,131	59.7	4,370	222	
Mississippi	42,446	754	1.8	2,745	124	4.5	37	2	
Missouri	77,899	4,248	5.5	8,257	711	8.6	1,058	54	
Montana	16,544	5,838	35.3	1,881	496	26.4	394	16	
Nebraska	39,219	1,731	4.4	3,038	284	9.3	622	51	
Nevada	4,135	1,002	24.2	559	174	31.1	59	4	
New Hampshire	18,186	1,436	7.9	1,449	196	13.5	62	4	
New Jersey	102,550	60,028	58.5	16,334	10,243	62.7	8,222	771	
New Mexico	12,920	7,435	57.5	1,376	806	58.6	116	7	
New York	400,997	303,500	75.7	67,684	59,907	88.5	39,172	3,580	
North Carolina	65,864	2,832	4.3	5,785	396	6.8	89	6	
North Dakota	21,068	7,959	37.8	1,346	559	41.5	170	7	
Ohio	175,459	128,359	73.2	20,633	15,564	75.4	13,013	714	
Oklahoma	51,155	1,235	2.4	5,099	149	2.9	309	20	
Oregon	31,388	2,373	7.6	3,516	454	12.9	602	39	
Pennsylvania	222,147	146,921	66.1	27,030	18,868	69.8	12,302	887	
Rhode Island	17,753	11,031	62.1	2,226	1,618	72.7	1,513	91	
South Carolina	37,043	1,641	4.4	2,971	187	6.3	120	8	
South Dakota	26,823	443	1.7	1,578	69	4.4	13	1	
Tennessee	55,627	8,292	14.9	4,572	1,059	23.2	723	49	
Texas	148,007	53,230	36.0	13,931	5,892	42.3	536	38	
Utah	19,054	6,288	33.0	1,864	845	45.3	322	21	
Vermont	11,021	1,168	10.6	848	113	13.3	133	6	
Virginia	58,447	20,504	35.7	5,160	1,938	37.6	950	60	
Washington	52,715	20,100	38.1	6,776	3,029	44.7	2,779	149	
West Virginia	40,520	18,573	45.8	4,128	2,001	48.5	928	38	
Wisconsin	92,011	32,520	35.3	9,181	4,999	54.4	4,296	230	
Wyoming	8,370	335	4.0	839	55	6.6	12	1	

<sup>1</sup> Estimates prepared jointly by the Division of Coordination Studies, Bureau of Research and Statistics, Social Security Board, and the Division of State and Local Government, Bureau of the Census, U. S. Department of Commerce, on basis of data collected by the Bureau of the Census.

<sup>2</sup> Total employment and total pay rolls estimated by the Division of State and Local Government, Bureau of the Census.

<sup>3</sup> Covered by retirement systems which were in actual operation at the end

of the 1941 fiscal year. Since this date, systems have been set up in several States and a number of cities. On the basis of information available at the present time, it is estimated that approximately 50 percent of all State and local employees are covered by retirement systems.

<sup>4</sup> Data on coverage, beneficiaries, and benefit payments include only school, police, and fire employees; other types of employees are covered by the Federal civil-service retirement system.

resemble workmen's compensation rather than retirement programs; private endowment plans such as those of the Carnegie Foundation; plans providing for the purchase of retirement annuity contracts through life insurance companies; and systems in which employees were first covered after the end of the 1941 fiscal year.

Of the 3.2 million employees of State and local governments in the continental United States in January 1942, less than half—46 percent—were members of public retirement systems which were actually operating at the close of the 1941 fiscal year (table 4).<sup>2</sup> The proportion of public employees who were covered by retirement systems ranges from zero in Idaho to 76 percent in California and in New York. In about half the States, less than a third of the employees had such protection. There was no protection for more than 95 percent of the employees in eight States—Idaho, Mississippi, Nebraska, North Carolina, Oklahoma, South Carolina, South Dakota, and Wyoming.

In addition to New York and California, four States—Connecticut, Massachusetts, Ohio, and Pennsylvania—have public retirement systems which covered at least two out of every three State and local government employees in January 1942. Although California, New York, Ohio, and Pennsylvania together accounted for less than one-third of total State and local government employment, they represented about half of all such employment covered by retirement systems.

Of the \$386.5 million pay roll for State and local government employees in January 1942, it is estimated that 60 percent was paid to employees who belonged to public retirement systems. The relatively high average pay for covered employees, \$155 as compared with \$119 for all public employees—in other words, the difference in the proportion of total pay rolls as compared with total employment covered—reflects the exclusion from many retirement systems of part-time and temporary workers as well as the more frequent inclusion of the higher-paid public employees—teachers, policemen, and firemen. This difference in the proportion of pay rolls as compared with the proportion of employment covered oc-

curs in almost every State, with the differences being less marked the more extensive the coverage in relation to total employment in the State.

Because many governmental units have retirement systems which include police and fire employees along with employees of other departments, it is impossible to determine the proportion of all policemen and firemen who had protection. Of an estimated 299,000 employees of police and fire departments in the United States, however, 52 percent were covered by systems which limited their membership to police employees, to fire employees, or to both. The inclusion of teachers in systems for other employees is less common. Of the 1.3 million public education employees in January 1942, 56 percent were members of retirement systems designed to cover school employees only, and it is estimated that only an additional 2 percent were covered under systems which include other occupational groups.

Beneficiaries of State and local retirement systems numbered 158,000 and received \$11.4 million in the last month of the fiscal year 1940-41.<sup>3</sup> The monthly benefit payments, which averaged \$72 per recipient for the United States, exclude refunds to members leaving the system as well as lump-sum death payments.

Two-thirds of the beneficiaries of State and local retirement systems and an even higher proportion of the monthly benefit payments (71 percent) were concentrated in six States—California, Illinois, Massachusetts, New York, Ohio, and Pennsylvania. New York alone accounted for one-fourth of all beneficiaries and almost one-third of the benefits. The concentration of beneficiaries in certain States reflects the maturity of the systems of these States as well as the size of the systems. Illinois, for instance, had 12 percent of all beneficiaries but only 5.9 percent of all members of retirement systems in the United States.

The District of Columbia, New Jersey, and New York paid benefits which averaged slightly higher than \$90 for the month. Arkansas paid the lowest average benefit, \$27. Eight additional States—Indiana, Iowa, Kentucky, Maine, Montana, North Dakota, Vermont, and West Virginia—made payments which averaged less than \$50 per beneficiary.

<sup>2</sup> Since the date of this study, retirement systems have been set up in several States and in a number of cities. On the basis of information available at the present time, it is estimated that approximately 50 percent of all State and local employees are covered by retirement systems.

<sup>3</sup> Each retirement system reported data on beneficiaries with respect to the last month of the system's fiscal year ended in 1941; the majority of the reports relate to June 1941.

# Financial and Economic Data

## Receipts

Social security taxes received during January amounted to 6.2 percent of total Federal receipts, as compared with 8.3 percent in January 1942. The smaller proportion reflects the fact that total receipts had increased 34 percent, while social

security taxes stood at the same figure—\$51 million—in both months (table 1). For the first 7 months of the current fiscal year social security collections represented 6.8 percent of total Federal receipts.

January Federal insurance contributions—\$37.1

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-43  
[In millions]

Period	General and special accounts												Public debt					
	Receipts of Federal Government				Expenditures <sup>4</sup> of Federal Government								Change in general fund balance	Total	Old-age and survivors insurance trust fund	Unemployment trust fund <sup>5</sup>	Railroad retirement account	All other
	Total <sup>6</sup>	Social security taxes <sup>7</sup>	Railroad retirement and unemployment taxes <sup>8</sup>	All other	Total <sup>6</sup>	Under the Social Security Act	Under the Railroad Retirement Board	Transfers to railroad retirement account	Administrative expenses	Transfers to old-age and survivors insurance trust fund	Administrative expenses	Transfers to railroad retirement account	All other	Excess receipts (+) or expenditures (-)	Trust accounts, etc., <sup>7</sup> excess receipts (+) or expenditures (-)			
Fiscal year:																		
1936-37	\$5,294	\$252	(9)	\$5,042	\$8,442	\$183	\$265	\$1	\$7,903	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312	-----	\$35,846	
1937-38	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	\$66	55,565
1938-39	5,668	631	109	4,928	9,210	342	503	3	107	8,255	-3,542	+890	+622	40,440	1,177	1,267	67	37,929
1939-40	5,925	712	126	5,087	9,537	379	539	8	121	8,490	-3,612	+137	-947	42,968	1,738	1,710	79	39,441
1940-41	8,269	788	144	7,337	13,372	447	661	7	124	12,133	-5,103	-148	+742	48,961	2,381	2,273	74	44,233
1941-42	13,668	1,016	178	12,474	33,265	501	869	10	141	31,744	-19,598	-3,506	+358	72,422	3,202	3,139	92	65,969
7 months ended:																		
January 1941	3,607	394	70	3,143	6,594	281	343	4	86	5,880	-2,087	+212	+134	45,877	2,006	1,974	85	41,812
January 1942	5,193	498	83	4,612	14,560	320	449	6	109	13,676	-9,367	-1,366	+317	60,012	2,726	2,771	112	54,403
January 1943	9,122	618	107	8,397	42,043	332	564	5	180	40,962	-32,921	-993	+4,732	111,069	3,645	3,717	197	103,510
1942																		
January	614	51	1	562	2,664	56	36	1	32	2,539	-2,050	-633	-610	60,012	2,726	2,771	112	54,403
February	937	253	4	680	2,808	37	179	1	2,591	-1,871	+114	+612	62,381	2,761	2,923	102	56,595	
March	3,548	5	44	4,499	3,422	31	1	1	3,389	+126	-234	-69	62,419	2,923	2,910	91	56,495	
April	732	42	1	689	3,790	49	37	1	32	3,671	-3,058	-126	-642	64,961	2,913	2,914	112	59,022
May	764	213	9	542	4,155	53	201	1	3,900	-3,391	-257	-39	68,571	2,927	3,106	102	62,436	
June	2,494	5	37	2,452	4,531	11	1	1	4,518	-2,037	-1,635	+179	72,422	3,202	3,139	92	65,969	
July	794	52	1	741	5,208	79	47	1	113	4,968	-4,413	-4	+296	77,136	3,192	3,162	195	70,587
August	797	220	12	565	5,425	41	209	1	5,174	-4,628	-54	-134	81,685	3,197	3,352	184	74,952	
September	2,528	4	39	2,485	5,932	21	1	1	5,909	-3,404	-245	+1,148	86,483	3,415	3,359	173	79,536	
October	648	47	1	600	5,979	63	41	1	34	5,840	-5,331	-496	+594	92,904	3,408	3,397	196	85,908
November	830	240	8	582	6,591	39	229	1	6,322	-5,761	+736	-1,814	96,116	3,303	3,588	185	88,950	
December	2,702	4	45	2,653	6,501	33	1	1	6,465	-3,799	-794	+7,461	108,170	3,655	3,687	174	100,554	
1943																		
January	824	51	1	772	6,408	56	35	1	34	6,282	-5,584	-135	-2,819	111,069	3,645	3,717	197	103,510

<sup>1</sup> Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are excluded from net receipts and expenditures of general and special accounts of the Treasury. These net appropriations are included here in both total receipts and expenditures for comparison with previous periods.

<sup>2</sup> Represents collections under Federal Insurance Contributions Act and Federal Unemployment Tax Act.

<sup>3</sup> Represents total collections under Carriers Taxing Act and 10 percent of collections under Railroad Unemployment Insurance Act (see table 2, footnote 5).

<sup>4</sup> Excludes public-debt retirement. Based on checks cashed and returned to the Treasury.

<sup>5</sup> Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the Public Health Service (see table 3, footnote 1); prior to Jan. 1, 1942, excludes grants to States for employment service administration under the Wagner-Peyser Act. Such grants are included in "all other"; from Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States. Also excludes administrative expenses incurred by the Treasury prior to July 1940 in administration of title II of the Social Security Act and the

Federal Insurance Contributions Act. Includes expenses incurred by the Social Security Board in administration of the Wagner-Peyser Act, beginning July 1940.

<sup>6</sup> Includes expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in 1938-39, \$4,987,000 in 1939-40, \$3,397,000 in 1940-41, \$2,506,000 in 1941-42, and \$1,119,000 for 1942-43; also includes \$7,681,000 expended since April 1941 for acquisition of service and compensation data of railroad workers in accordance with Public Res. 102, approved Oct. 9, 1940.

<sup>7</sup> Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

<sup>8</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

<sup>9</sup> Less than \$500,000.

<sup>10</sup> Excludes amounts reimbursed to the Treasury for administrative expenses, which were part of transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

million—were slightly below those of last year and \$6.8 million less than October collections. Data for the early part of February indicated that insurance contributions during the first quarter of 1943 will be approximately the same as in the previous quarter. Receipts under the Federal Unemployment Tax Act, amounting to \$13.6 million, consisted mainly of taxes on 1942 pay rolls. Although returns for unemployment taxes on last year's pay rolls were due on January 31, the major proportion of the collections were recorded in February, because of administrative time lags.

Each of the five selected social insurance programs (table 2) showed an increase in tax receipts during the first 7 months of the fiscal year 1942-43 over the same period of 1941-42. About \$725 million, or 49 percent of all social insurance tax collections during this 7-month period, are included in gross receipts of the general and special accounts of the Treasury. The remaining 51 percent consist of State unemployment contributions, paid to designated State agencies, and 90 percent of railroad unemployment insurance contributions.

#### Expenditures

Federal expenditures under the Social Security Act and under the Railroad Retirement Board, including net appropriations to the old-age and survivors insurance trust fund and transfers to the railroad retirement account, amounted to \$126 million in January (table 1), or 2.0 percent of total Federal expenditures during the month. In January 1942 this ratio was 4.7 percent. Federal expenditures in January totaled \$6.4 billion, almost 2½ times the amount spent in the same month of 1942; as a result, expenditures exceeded receipts by approximately \$5.6 billion for January and \$33 billion for the first 7 months of the current fiscal year. The public debt rose from \$72 billion as of June 30, 1942, to \$111 billion as of January 31. Net investments acquired by the old-age and survivors insurance trust fund and the unemployment trust fund during this 7-month period amounted to \$1,021 million, or 2.6 percent of the increase in the public debt. The combined investments of the two funds totaled \$7,362 million at the end of January, 6.7 percent of the total interest-bearing public debt.

The continued decline in the computed rate of interest on the interest-bearing public debt brought

the rate to 2.049 percent at the end of January as compared with 2.059 percent a month earlier, and 2.404 percent a year earlier. Special obligations issued to the two trust funds in February, therefore, bore the 2.0-percent rate, the same as in December and January.

Total Federal expenditures of \$56 million in

Table 2.—*Social insurance taxes under selected programs, by specified period, 1936-43*

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Taxes on carriers and their employees <sup>2</sup>	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions <sup>5</sup>
Cumulative through January 1943	\$4,010,127	\$789,810	\$ 5,387,253	\$ 611,909	\$251,877
Fiscal year:					
1936-37	194,346	345	(*)	7,57,751	-----
1937-38	514,406	150,132	(*)	7,90,104	-----
1938-39	530,358	109,257	803,007	100,869	-----
1939-40	604,694	120,967	853,955	107,523	49,167
1940-41	690,555	136,942	888,450	97,677	68,162
1941-42	895,619	170,012	1,063,901	119,944	84,738
7 months ended:					
January 1941	361,340	67,108	550,816	32,604	33,522
January 1942	464,340	79,023	694,082	33,574	39,067
January 1943	580,150	102,156	711,476	38,041	49,810
1942					
January	38,579	1,277	154,912	12,710	107
February	181,446	4,161	122,536	71,269	786
March	2,773	41,574	5,471	1,995	22,351
April	39,173	1,206	122,109	2,853	5
May	203,740	9,023	143,747	9,302	684
June	3,747	35,025	5,955	952	21,845
July	49,371	977	136,883	2,842	87
August	211,685	11,455	132,780	8,452	1,600
September	3,435	36,491	6,291	882	22,448
October	43,949	1,126	143,232	2,619	106
November	231,075	8,183	153,166	8,689	940
December	3,517	42,848	12,249	950	24,566
1943					
January	37,117	1,075	\$ 126,875	13,606	64

<sup>1</sup> Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

<sup>2</sup> Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

<sup>3</sup> Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. Data include contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$105,900,769, are not deducted. Figures reported by State agencies, corrected to Mar. 1, 1943.

<sup>4</sup> Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607), payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages.

<sup>5</sup> Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act, and 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the Treasury. Amounts, therefore, differ from figures in table 1, which represent only the 10 percent deposited with the Treasury.

<sup>6</sup> Alaska data for January 1943 not available.

<sup>7</sup> Includes \$40,561,886 subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

<sup>8</sup> Not available.

January for grants to States and administrative expenses brought the total for the first 7 months of the current fiscal year to \$332 million (table 3), 3.7 percent more than for the corresponding period of the previous fiscal year. All four grants-in-aid programs administered by the Social Security Board increased, but the maternal and child welfare programs administered by the Children's Bureau and grants for public health work declined. Administrative expenses were slightly less than last year.

Table 3.—*Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1941-43*

[In thousands]

Item	Fiscal year 1941-42		Fiscal year 1942-43	
	Appropriations <sup>1</sup>	Expenditures through January <sup>2</sup>	Appropriations <sup>1</sup>	Expenditures through January <sup>2</sup>
Total	\$503,829	\$319,799	\$544,668	\$331,579
Administrative expenses	26,129	18,406	27,128	18,320
Federal Security Agency, Social Security Board <sup>4</sup>	25,655	14,484	26,642	14,002
Department of Labor, Children's Bureau	364	215	376	200
Department of Commerce, Bureau of the Census	110	54	110	216
Department of the Treasury <sup>5</sup>	(6)	3,653	(6)	3,903
Grants to States	477,700	301,393	517,560	313,259
Federal Security Agency	466,500	294,101	506,360	306,834
Social Security Board	455,500	285,774	495,360	298,819
Old-age assistance	300,000	190,516	329,000	199,842
Aid to dependent children	74,000	44,738	78,000	45,474
Aid to the blind	9,000	5,054	8,710	5,384
Unemployment compensation administration	72,500	45,465	79,650	48,119
Public Health Service:				
Public health work	11,000	8,327	11,000	8,015
Department of Labor, Children's Bureau	11,200	7,292	11,200	6,424
Maternal and child health services	5,820	3,709	5,820	3,273
Services for crippled children	3,870	2,359	3,870	2,111
Child welfare services	1,510	1,133	1,510	1,039

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$112,000 was appropriated for 1941-42 and \$95,120 for 1942-43 for administration in the Office of Education, and \$2,650,000 for 1941-42 and \$2,800,000 for 1942-43 for grants to States. For disease and sanitation investigations of the Public Health Service, appropriations were \$1,742,481 for 1941-42 and \$1,419,680 for 1942-43 in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year. Appropriations for 1941-42 include additional appropriation of \$40,000,000 approved Apr. 28, 1942.

<sup>3</sup> Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>4</sup> Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act prior to Jan. 1, 1942. See footnote 7.

<sup>5</sup> Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

\* Not available.

<sup>7</sup> Prior to Jan. 1, 1942, includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program, and excludes grants to States for employment service administration under the Wagner-Peyser Act. From Jan. 1 through Nov. 30, 1942, includes Federal expenditures for operation of employment services in the States.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

fare programs administered by the Children's Bureau and grants for public health work declined. Administrative expenses were slightly less than last year.

#### Old-Age and Survivors Insurance Trust Fund

Assets of the old-age and survivors insurance trust fund increased \$23 million in January, bringing total assets of the fund to \$3,711 million at the end of the month (table 4). Appropriations to the trust fund, which equal insurance contributions collected, amounted to \$37.1 million. Total appropriations for the first 7 months of 1942-43 amounted to \$580 million, or 25 percent more than in the corresponding months of 1941-42. As in previous months, one-third of the quarterly reimbursement for administrative expenses was deducted from the total assets of the fund in January in advance of actual repayment to the Treasury. The January deduction, \$1.8 million, indicated that the total reimbursement during the quarter would be approximately \$5.4 million, or \$2.2 million less than in the preceding quarter.

During the month \$10 million of 3-percent special Treasury notes, 1943 series, were redeemed and the proceeds made available to the account of the disbursing officer for benefit payments and reimbursement to the Treasury for administrative expenses. Benefits paid during January totaled \$12.4 million, an increase of \$374,000 over December.

Total investments of the fund at the end of January amounted to \$3,645 million. The average interest rate on these investments was 2.441 percent; a year earlier it had been 2.659 percent.

#### Railroad Retirement Account

In January, \$34.0 million was transferred from the appropriation account to the trust fund to pay benefits during January-March (table 5). Treasury notes were purchased for a total of \$23.0 million, approximately the difference between the amount transferred and the amount required for benefit payments in January. Interest for the month amounted to \$184,000.

Assets on January 31 totaled \$245 million, of which \$197 million was invested in Treasury notes. Cash credited to the disbursing officer amounted to \$13.0 million, and \$34.9 million was held in the appropriation account.

Table 4.—Status of the old-age and survivors insurance trust fund, by specified period, 1937-43  
[In thousands]

Period	Receipts		Expenditures		Assets			
	Transfers and appropriations to trust fund <sup>1</sup>	Interest received <sup>2</sup>	Benefit payments <sup>3</sup>	Reimbursement for administrative expenses	Net total of Treasury notes and bonds acquired <sup>4</sup>	Cash with disbursing officer at end of period	Credit of fund account at end of period <sup>5</sup>	Total assets at end of period
Cumulative through January 1943	\$3,868,909	\$216,080	\$291,725	\$82,068	\$3,645,434	\$24,987	\$40,775	\$3,711,197
Fiscal year:								
1936-37 (6 months)	265,000	2,262	27	—	267,100	73	62	267,233
1937-38	387,000	15,412	5,404	—	395,200	1,931	113,012	777,243
1938-39	503,000	26,951	13,892	—	514,900	3,036	66	1,180,302
1939-40	550,000	42,489	15,805	12,288	560,900	6,098	500	1,744,698
1940-41	688,141	55,958	64,342	26,840	642,500	10,778	6,238	2,397,615
1941-42	895,619	71,007	110,281	26,766	821,034	20,384	5,176	3,227,194
7 months ended:								
January 1941	358,926	536	30,875	16,010	268,400	14,992	35,783	2,057,275
January 1942	464,740	742	58,461	15,375	345,800	17,260	45,601	2,789,261
January 1943	580,180	2,002	81,975	16,174	443,800	24,987	40,775	3,711,197
1942								
January	38,579	169	9,266	2,142	—10,000	17,260	45,601	2,789,261
February	181,446	190	9,639	2,142	34,334	17,614	180,422	2,959,117
March	2,773	460	10,275	2,142	162,600	17,309	9,289	2,949,932
April	39,173	237	10,376	2,360	—10,000	16,930	46,333	2,976,507
May	203,740	261	10,715	2,369	14,000	16,210	223,969	3,167,514
June	3,747	69,118	10,815	2,369	274,300	20,384	5,176	3,227,194
July	49,371	18	10,989	2,262	—10,000	19,389	52,309	3,263,332
August	211,685	79	11,024	2,262	4,161	28,359	236,657	3,461,811
September	3,435	690	11,758	2,262	218,300	31,463	5,358	3,451,915
October	43,949	100	11,924	2,526	—12,000	31,487	46,932	3,481,514
November	231,075	115	11,882	2,526	—10,000	29,480	275,720	3,698,296
December	3,517	836	12,012	2,526	262,339	27,382	5,294	3,688,110
1943								
January	37,117	164	12,386	1,809	—10,000	24,987	40,775	3,711,197

<sup>1</sup> Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

<sup>2</sup> Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

<sup>3</sup> Based on checks cashed and returned to the Treasury.

<sup>4</sup> Minus figures represent net total of notes redeemed.

<sup>5</sup> Prior to July 1940, includes balance of appropriation available for transfer.

<sup>6</sup> Includes \$161,000 accrued interest paid on investments.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Table 5.—Status of the railroad retirement account, by specified period, 1938-43

[In thousands]

Period	Receipts			Transfers from appropriation to trust fund	Benefit payments <sup>1</sup>	Assets at end of period			
	Amount appropriated	Interest received	Total			3-percent special Treasury notes	To credit of appropriation <sup>2</sup>	To credit of disbursing officer	Total
Cumulative through January 1943	\$854,151	\$12,269	\$866,420	\$819,451	\$621,485	\$197,000	\$34,890	\$13,044	\$244,934
Fiscal year:									
Through June 1938	146,500	1,411	147,911	146,406	79,849	66,200	234	1,628	68,062
1938-39	118,250	2,202	120,452	107,094	105,774	67,200	13,206	2,334	82,740
1939-40	120,150	2,283	122,433	120,650	113,099	79,400	10,847	1,826	92,073
1940-41	113,600	2,534	116,134	124,350	121,174	74,000	2,503	10,330	87,033
1941-42	140,850	3,143	143,993	140,850	126,244	91,500	1,597	11,686	104,782
1942-43 (through January)	214,801	696	215,497	180,101	75,345	197,000	34,890	13,044	244,934
1942									
January	176	176	31,500	10,485	111,500	31,687	12,181	155,368	
February	193	193	0	10,458	101,500	31,702	11,901	145,103	
March	215	215	0	10,691	91,000	31,718	11,910	134,628	
April	233	233	31,500	10,776	112,000	238	11,846	124,085	
May	259	259	0	10,393	101,500	264	12,186	113,980	
June	1,591	1,591	0	10,750	91,500	1,597	11,686	104,782	
July	214,801	14	214,815	112,601	10,820	195,000	102,239	11,540	308,777
August	46	46	0	10,721	184,000	113,289	813	208,102	
September	73	73	0	10,718	173,000	102,328	12,130	287,458	
October	92	92	33,500	10,805	196,000	68,851	11,895	276,745	
November	129	129	0	10,703	185,000	68,850	12,322	266,172	
December	157	157	0	10,763	174,000	68,868	12,697	255,566	
1943									
January	184	184	34,000	10,816	197,000	34,890	13,044	244,934	

<sup>1</sup> Based on checks cashed and returned to the Treasury.

<sup>2</sup> Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.

<sup>3</sup> Appropriation reduced by transfer of \$9 million in October 1940 to prior-

service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

## Unemployment Trust Fund

Receipts of the unemployment trust fund amounted to \$40.0 million in January (table 6) of which \$57,000 represented deposits of the Railroad Retirement Board in the railroad unemployment insurance account. Receipts for the first 7 months of the current fiscal year, including interest, amounted to \$704 million, \$23.6 million more than in the corresponding period of 1941-42. Withdrawals from State accounts for benefit payments

increased 12 percent in January, after a steady 5-month decline.

Total assets of the fund reached a new high of \$3,726 million. During the month the fund acquired an additional \$30 million of 2-percent special certificates of indebtedness, 1943 series, thereby raising total investments to \$3,717 million. The average rate of interest on investments held at the end of the month was 2.236 percent, as compared with 2.484 percent on January 31, 1942.

Table 6.—Status of the unemployment trust fund, by specified period, 1936-43<sup>1</sup>

[In thousands]

Period	Total assets at end of period	Net total of Treasury certificates and bonds acquired <sup>2</sup>	Unexpended balance at end of period	Undisbursed interest at end of period <sup>3</sup>	State accounts				Railroad unemployment insurance account			
					Deposits	Interest credited	Withdrawals <sup>4</sup>	Balance at end of period	Deposits	Interest credited	Benefit payments	Balance at end of period <sup>4</sup>
Cumulative through January 1943	\$3,726,317	\$3,717,000	\$9,317	\$5,338,261	\$225,052	\$2,156,157	\$3,407,156	\$226,692	\$11,858	\$42,673	\$319,158	
Fiscal year:												
1936-37	312,389	293,386	94	291,703	2,737	1,000	312,389	-	-	-	-	
1937-38	884,247	559,705	12,247	747,660	15,172	190,975	884,247	-	-	-	-	
1938-39	1,280,539	395,000	13,539	811,231	26,837	441,795	1,280,539	-	-	-	-	
1939-40	1,724,862	443,000	14,862	859,864	37,524	484,764	1,695,164	44,249	202	14,552	31,699	
1940-41	2,283,658	563,000	10,658	892,023	45,893	537,343	2,093,737	61,347	3,059	17,784	189,921	
1941-42	3,150,103	866,000	11,103	1,095,991	61,998	368,070	2,883,654	76,266	5,424	9,072	266,447	
7 months ended:												
January 1941	1,995,108	264,300	20,808	490,479	21,642	370,248	1,835,036	30,171	1,018	9,233	160,061	
January 1942	2,775,418	498,000	4,418	613,708	28,750	187,591	2,548,602	35,161	2,515	4,709	226,797	
January 1943	3,726,317	578,000	9,317	620,912	34,800	132,210	3,407,156	44,830	3,174	1,265	319,158	
1942												
January	2,775,418	39,000	4,418	\$18	75,307	-	43,104	2,548,602	96	-	1,257	226,797
February	2,939,810	152,000	16,810	37	202,170	-	37,178	2,713,594	707	-	1,326	226,178
March	2,923,153	-13,000	13,153	9,130	130	-	44,666	2,678,188	20,116	11	1,342	244,963
April	2,928,424	4,000	14,424	137	43,169	-	37,136	2,684,221	4	-	903	244,064
May	3,115,015	192,000	9,015	137	219,232	-	32,709	2,870,744	616	-	549	244,131
June	3,150,103	33,000	11,103	8,582	33,118	-	28,700	2,883,654	19,681	2,898	243	266,447
July	3,170,833	23,000	8,833	6	51,883	-	31,060	2,904,487	78	-	187	266,338
August	3,364,170	* 190,159	12,010	6	215,907	-	29,798	3,090,596	1,440	-	185	273,566
September	3,370,417	7,000	11,258	8,720	46	-	22,519	3,076,843	20,203	10	207	263,572
October	3,404,682	38,000	7,523	20	49,813	-	15,466	3,111,190	95	-	197	293,470
November	3,635,512	191,000	47,353	20	241,689	-	11,548	3,341,331	846	-	158	294,158
December	3,698,008	98,841	11,008	-	12,929	34,754	10,300	3,378,714	22,110	3,164	141	319,291
1943												
January	3,726,317	30,000	9,317	-	39,972	-	11,530	3,407,156	57	-	190	319,158

<sup>1</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

<sup>2</sup> Minus figures represent net total of certificates redeemed.

<sup>3</sup> Interest on redeemed Treasury certificates, received by fund at time of

redemption but credited to separate book accounts only in last month of each quarter.

<sup>4</sup> Includes transfers from State accounts to railroad unemployment insurance account amounting to \$105,901,000.

<sup>5</sup> Includes transfers from railroad unemployment insurance administration fund amounting to \$17,382,967.

<sup>6</sup> Includes \$159,000 accrued interest paid on investments.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

# Recent Publications in the Field of Social Security

## WAR AND SOCIAL SERVICES

AMERICAN PUBLIC WELFARE ASSOCIATION. WAR SERVICES COMMITTEE. "War Services in Public Welfare Agencies." *Public Welfare*, Chicago, Vol. 1, No. 2 (February 1943), pp. 45-58.

A comprehensive statement on war problems; welfare services related to military services, manpower shortages, and civilians affected by enemy action; assistance to the needy; and social and protective services to meet wartime social dislocations. Also issued separately.

BENSON, WILFRID. "A People's Peace in the Colonies." *International Labour Review*, Montreal, Vol. 17, No. 2 (February 1943), pp. 141-168.

Problems of social welfare and reconstruction "in the territories which have not yet achieved full self-government."

"Child Welfare in Defense Areas of Colorado." *Colorado State Department of Public Welfare Quarterly Bulletin*, Denver, Vol. 6, No. 3 (July-September 1942), pp. 4-7.

"Child Welfare Problems and Japanese Evacuation." *Social Service Review*, Chicago, Vol. 16, No. 4 (December 1942), pp. 673-676.

"Conditions of Employment of Prisoners of War; The Geneva Convention of 1929 and Its Application." *International Labour Review*, Montreal, Vol. 47, No. 2 (February 1943), pp. 169-196.

CONDLIFFE, J. B. *Agenda for a Postwar World*. New York: Norton, 1942. 232 pp.

Presents some of the issues "that must be faced when this war ends in total defeat of the totalitarian aggressors." A chapter on The Meaning of Social Security considers the failure to safeguard social security and employment after the last war and gives the author's view, in general terms, of what will be required after the present conflict. Additional material on employment appears in the discussion of demobilization.

COOPER, DENIS A. "Labor Mobilization Legislation in Great Britain, U. S. S. R., and Germany; Summary Review." *George Washington Law Review*, Washington, Vol. 11, No. 2 (February 1943), pp. 213-225.

COYLE, ELIZABETH. "Indianapolis Launches Day Care for Children." *Public Welfare in Indiana*, Indianapolis, Vol. 53, No. 2 (February 1943), pp. 3-5.

"Fortune Management Poll." *Fortune*, New York, Vol. 27, No. 2 (February 1943), pp. 138-148.

Replies of manufacturing executives to questions on production problems and manpower practices.

HABER, WILLIAM. "The Manpower Problem." *Public*

*Welfare*. Chicago, Vol. 1, No. 1 (January 1943), pp. 5-11.

HAMPTON, VERGIL A. "Provision for Soldiers' Dependents Before World War I." *Social Service Review*, Chicago, Vol. 16, No. 4 (December 1942), pp. 612-629.

HOWARD, DONALD S. "The Lanham Act in Operation." *Survey Midmonthly*, New York, Vol. 79, No. 2 (February 1943), pp. 38-40.

A résumé of developments under the Lanham Community Facilities Act of 1941, which made \$300,000 available for constructing and operating local facilities and services necessary to the war effort in communities unable to provide them through normal taxation or financing. Among the services are day-care centers for children of working mothers.

INTERNATIONAL LABOR OFFICE. *Joint Production Committees in Great Britain*. Montreal: The Office, 1943. 74 pp. (Studies and Reports, Series A, No. 42.)

A comprehensive review of employer-employee cooperation in Great Britain, with illustrative appendixes.

LOWRY, FERN. "Case-Work Practice as Affected by War Conditions." *Social Service Review*, Chicago, Vol. 16, No. 4 (December 1942), pp. 630-640.

"Manpower." *Labour Gazette*, Ottawa, Vol. 43, No. 1 (January 1943), pp. 16-40.

The text of the consolidated National Selective Service Civilian regulations in Canada, with comment; data on the universities and manpower; military call-up; establishment of a currently maintained manpower survey; and information on farm-labor measures.

"The Margin Now Is Womanpower." *Fortune*, New York, Vol. 27, No. 2 (February 1943), pp. 99-102 ff.

Company and governmental activities in utilizing women in the armament industries.

MILLER, JOHN. *How To Get a Job in War Work*. Chicago: Consolidated Book Publishers, Inc., 1942. 64 pp.

STEVENSON, MARIETTA. "New Governmental Services for People in Wartime." *Social Service Review*, Chicago, Vol. 16, No. 4 (December 1942), pp. 595-604.

Discusses new Federal agencies, family allowances for servicemen, war-risk measures for civilians, and child welfare.

U. S. CONGRESS. SENATE. COMMITTEE ON EDUCATION AND LABOR. *Investigation of Manpower Resources; Hearings . . . Part 1, October 15 to November 20, 1942; Part 2, December 14, 15, 16, 1942*. Washington: U. S. Government Printing Office, 1942, 1943. 877 pp. in 2 vols.

Part 1 includes material on labor supply in industry and agriculture, the U. S. Employment Service, workers

for transportation and communications, importation of Mexican workers, and the supply of doctors. Part 2 is concerned entirely with medical manpower and the supply of physicians for civilian and military needs.

U. S. OFFICE OF WAR INFORMATION. *Post-War Planning Activities of the Federal Government*. Prepared by Post-War Planning Information Section, Public Inquiries Division. Washington, November 1942. Various pagings. Processed.

Authoritative summaries of the planning work of 14 agencies.

"War Services Report III, January 1, 1943." *Public Welfare in Alabama*, Montgomery, Vol. 8, No. 1 (January 1943), pp. 8-11.

Further information concerning "the effects of defense developments and war activities on Alabama citizens and Alabama communities, and, consequently, on the public welfare program."

## GENERAL

ALEGRIA, PAULA. *Aplicación del Seguro Social a los Trabajadores Domésticos*. Mexico, D. F.: Secretaría del Trabajo y Previsión Social, 1942. 10 pp. (Comité Interamericano de Seguridad Social, Congreso de Santiago de Chile, 1942.)

Concerns domestic workers in Mexico, with conclusions as to methods for extending social insurance to this class of workers.

ALTMAYER, ARTHUR J. "Developments in Social Security Planning and the Role of Public Welfare Administrators." *Public Welfare*, Chicago, Vol. 1, No. 2 (February 1943), pp. 33-35.

Notes the relation of social security to mass purchasing power and compares the rights of insured persons with the rights of those receiving assistance. Outlines the Social Security Board's attitude toward present expansion of insurance and assistance programs.

AMERICAN FORUM OF THE AIR. *Expanding Social Security*. By Harold H. Butler, Arthur J. Altmeyer, Robert A. Watt, M. Albert Linton, and Walter D. Fuller. Washington: Ransdell Inc., 1943. 14 pp. (Vol. 5, No. 3, Jan. 15, 1943.)

A round-table discussion on the Beveridge plan and on the possible extension of social security in this country.

BEVERIDGE, SIR WILLIAM. "From Words Toward Deeds." *Britain*, New York, Vol. 1, No. 3 (January 1943), pp. 1-3.

A brief exposition, for American readers, of the Beveridge plan.

BEVERIDGE, SIR WILLIAM. *Social Insurance and Allied Services; Memoranda From Organisations. Appendix G to Report by Sir William Beveridge*. London: H. M. Stationery Office, 1942. 244 pp. (Papers by Command, No. 6405.)

A selection from statements submitted to the Committee

respecting approved societies, workmen's compensation, industrial insurance, local authorities, and old-age pensions. Includes memoranda from the British Employers Confederation, the Trades Union Congress, Political and Economic Planning, the Fabian Society, the Liberal Parliamentary Party, and the National Labour Organisation.

BEVERIDGE, SIR WILLIAM. *Social Insurance and Allied Services; The Beveridge Report in Brief*. London: H. M. Stationery Office, 1942. 63 pp.

An official summary, with paragraphs numbered to correspond with those in the full report.

BIDDLE, ERIC. "British Reception of Beveridge Report." *Public Welfare*, Chicago, Vol. 1, No. 2 (February 1943), p. 36.

BOWLEY, A. L. *Studies in the National Income, 1924-1938*. Cambridge, England: Cambridge University Press, 1942. 255 pp. (National Institute of Economic and Social Research, Economic and Social Studies, I.)

A study of the national income of Great Britain, prefaced by an extensive account of theory and methodology in this field.

COLE, G. D. H. *Beveridge Explained; What the Beveridge Report on Social Security Means*. London: New Statesman and Nation, December 1942. 48 pp.

CULLEN, T. J. V. "Freedom From Want." *The Spectator*, Philadelphia, Vol. 150, No. 1 (January 1943), pp. 14-21 ff.

A critical discussion of the Beveridge plan, followed by the suggestion that insurance companies might undertake to draft a policy having benefits and rates comparable with the British social insurance proposals.

DAVIDSON, GEORGE F. "The Future Development of Social Security in Canada." *Canadian Welfare*, Ottawa, Vol. 18, No. 7 (Jan. 15, 1943), pp. 2-6 ff.

The same author discusses "The Beveridge Report" at some length in this issue (pp. 6-8 ff.).

ECUADOR. MINISTERIO DE PREVISION SOCIAL Y TRABAJO. *Informe a la Nación, 1942*. Leopoldo N. Chavez, Ministro. Quito, 1942. 139 pp.

A review of 1941 developments in social security, health, child health and welfare, and related matters.

FRITZ, GEORGE B. "Beveridge Plan Dodges Issues Most Vital to Physicians." *Medical Economics*, Rutherford, N. J., Vol. 20, No. 5 (February 1943), pp. 54-59 ff.

GEE, WILSON. *The Social Economics of Agriculture*. Revised edition. New York: Macmillan, 1942. 720 pp.

A college text which includes chapters on living and health standards and on rural public welfare.

INDUSTRIAL LIFE OFFICES' ASSOCIATION. *The Beveridge Report; Preliminary Observations of the Industrial Life Offices*. London, 1942. 16 pp.

The viewpoint of British insurance organizations respecting the proposed funeral grant and the plan to modify the functions of approved societies and industrial life offices.

**INSURANCE ECONOMICS SOCIETY.** *Facts About Social Insurance.* Chicago: The Society, December 1942. 12 pp.

A pamphlet of questions and answers, with emphasis on arguments against health insurance.

**KANSAS. JOINT MERIT SYSTEM COUNCIL.** *Report on the Operation of Kansas Joint Merit System, July 1940, Through June, 1942.* Topeka, 1943. 39 pp.

**LOPES, HELVECIO XAVIER.** *Os Acidentes do Trabalho e os Institutos de Previdência Social.* Rio de Janeiro: Jornal do Commercio, 1942. 31 pp. (Congresso Inter-americano de Seguros Sociais, Santiago de Chile, 1942.)

A discussion of the coordination of workmen's compensation with other forms of social insurance. Presented to the Chilean meeting of the Inter-American Congress on Social Security by the Chairman of the Savings and Pension Institute for Transport Workers, Brazil.

**MELVILLE, L. G.** "Economics of New Orders." *Economic Record*, Melbourne, Vol. 18, No. 35 (December 1942), pp. 143-157.

A discussion in general terms of public planning to reduce unemployment.

**McGEACHY, M. CRAIG.** "The Beveridge Plan." *Survey Graphic*, New York, Vol. 32, No. 1 (January 1943), pp. 5-7 ff.

"Mexican Social Insurance Act." *International Labour Review*, Montreal, Vol. 47, No. 2 (February 1943), pp. 246-248.

**MEXICO. SECRETARIA DEL TRABAJO Y PREVISION SOCIAL.** *Aplicación del Seguro Social a los Ejidatarios, a los Trabajadores Agrícolas y a los Independientes.* Mexico, D. F., 1942. 22 pp. (Comité Interamericano de Seguridad Social, Congreso de Santiago de Chile, 1942.)

Discusses the economic and health aspects of rural Mexican workers, including those on collective farms, and suggests a form of organization whereby social insurance may be extended to the members of this social group.

**MEXICO. SECRETARIA DEL TRABAJO Y PREVISION SOCIAL.** *Artículos Sobre el Seguro Social.* Mexico, D. F., 1942. 25 pp.

Contains five articles in Spanish on the following topics: Labor Law, Collective Contracts, and Social Insurance, by Alfonso Herrera Gutiérrez; System of Social Insurance Contributions, by Saúl Escobar Navarro; Social Insurance and the Duty of the State, by José Alvarado; Social Security Is a Means to Victory, by Carlos Espejo; and Compulsory Insurance Will Consolidate the Mexican Social Reform, by Miguel García Cruz.

**PEREZ, MANUEL A.** "Economic Background of Puerto Rico as an Essential Determinant in Health and Social Problems." *Puerto Rico Health Bulletin*, San Juan, Vol. 6, No. 12 (December 1942), pp. 381-387.

**PERU. CAJA NACIONAL DE SEGURO SOCIAL.** *Quinta Memoria . . . Correspondiente al Año 1941, Leyes Nos. 8433-8509.* Lima, 1942. 62 pp., plus tables.

Contains the fifth report on Peruvian social insurance

operations—chiefly in the field of health insurance, with the text of decrees on social security issued during the year, and statistical tables.

"A Plan for Social Security." *The Accountant*, London, Vol. 107, No. 3349 (Dec. 12, 1942), pp. 349-351; No. 3350 (Dec. 19), pp. 365-366; No. 3351 (Dec. 26), pp. 373-374.

Discusses the Beveridge report.

"Should Benefits of Social Security System Be Extended to Workers in All Occupations?" *United States News*, Washington, Vol. 14, No. 4 (Jan. 22, 1943), pp. 39-41; No. 5 (Jan. 29), p. 26. ("Question of the Week"; with answers by various authorities.)

"Social Insurance Reforms in Germany." *International Labour Review*, Montreal, Vol. 47, No. 2 (February 1943), pp. 248-251.

Describes the unified method of collecting social insurance contributions, with elimination of the stamp-book system, and notes the Act of June 19, 1942, providing greater benefits in pension insurance.

"Social Security in New Zealand." *Labour Gazette*, Ottawa, Vol. 43, No. 1 (January 1943), pp. 50-52.

**TUMBLETY, P. E.** "Will Human Welfare Be Better Protected Under British Beveridge Plan?" *Eastern Underwriter*, New York, Vol. 44, No. 4 (Jan. 22, 1943), p. 3.

A defense of British industrial life insurance by an American insurance company executive.

**U. S. RAILROAD RETIREMENT BOARD.** *Compensation and Service, Railroad Employees, 1941: Statistical Tables.* Chicago: The Board, December 1942. 171 pp. Processed.

"The Work of the Missouri Supreme Court for the Year 1941." *Missouri Law Review*, Columbia, Vol. 7, No. 4 (November 1942), pp. 327-467.

Includes a section on Workmen's Compensation by John S. Marsalek which reviews decisions in some leading cases of the year.

## OLD-AGE AND SURVIVORS INSURANCE

**FOONER, MICHAEL.** "Some Child Welfare Problems in Social Insurance." *Social Service Review*, Chicago, Vol. 16, No. 4 (December 1942), pp. 650-657.

The status of illegitimate, adopted, and foster children, stepchildren, and the children of working mothers under the old-age and survivors insurance program.

**JOHNSON, A. R.** *Loans by Retirement Systems to Contributing Members.* [Chicago: Committee on Public Employees Retirement Administration, Municipal Finance Officers' Association of the United States and Canada], n. d. 9 pp. Processed.

A brief summary of their advantages and disadvantages.

**MUNICIPAL FINANCE OFFICERS' ASSOCIATION OF THE UNITED STATES AND CANADA.** *State Retirement Plans*

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*for Municipal Employees (A Description of Four Operating Systems).* Prepared by A. A. Weinberg. Chicago: The Association, January 1943. 8 pp. Processed. (Special Bulletin F.)

Describes the State retirement systems of Ohio, New York, and California, and the Illinois Municipal Retirement Fund.

## EMPLOYMENT SECURITY

CALIFORNIA. DEPARTMENT OF EMPLOYMENT. *California Employment and Payrolls in 1940.* Prepared by Research and Statistics Section. Sacramento, November 1942. 68 pp. Processed. (Report 127 #3.)

"A study of workers covered by the California Unemployment Insurance Act classified by industry and by county."

"Full Employment." *The Economist*, London, Vol. 144, No. 5184 (Jan. 2, 1943), pp. 5-6.

Summarizes three previous articles and subsequent correspondence on the subject of mass unemployment caused by cyclical depressions. The material has also been issued in pamphlet form.

LEVER BROTHERS & UNILEVER LIMITED. *The Problem of Unemployment.* London: Lever Brothers & Unilever Limited, January 1943. 38 pp.

An exposition of unemployment as the result of irregularity in productive activity, which in turn is regarded as "the result of irregularities in the extension of industrial capital equipment." The coordination of governmental monetary, budgetary, and other measures is declared to be the chief means for controlling the business cycle and meeting the unemployment problem, but several specific industrial measures are also advocated. The paper has received extensive mention in Great Britain as an important supplement to the Beveridge report.

MASSACHUSETTS. DIVISION OF EMPLOYMENT SECURITY. *Experience Rating in Massachusetts in 1942.* Prepared by Department of Research and Statistics. Boston, Dec. 18, 1942. 37 pp. Processed.

Studies the effects of Massachusetts experience-rating provisions on employers in the State, and compares these 1942 data with the results in the year 1941 in the 17 States where experience-rating provisions were in effect.

NEW JERSEY. UNEMPLOYMENT COMPENSATION COMMISSION. *Benefit Experience; Characteristics of Claimants Whose Benefit Years Ended During the Calendar Year 1941.* Prepared by Bureau of Research and Statistics. Place not given, Nov. 6, 1942. 15 pp. Processed.

TENNESSEE. UNEMPLOYMENT COMPENSATION DIVISION. *Report on Experience Rating in Unemployment Compensation.* Prepared by Research and Statistics Section. Nashville, 1942. 89 pp. Processed.

In two parts: Legal Basis and Development of Experience Rating, and Unemployment Compensation and Experience Rating in Tennessee. Brings out some prospective hazards, because of expanded war industries, in attempting to establish experience rating immediately. Includes statistical appendixes.

"Trend of Employment and Unemployment—New York City." *Employment Review* (New York State Division of Placement and Unemployment Insurance), New York and Albany, Vol. 4, No. 7 (October 1942), pp. 321-325. Processed.

Data from 1939 through June 1942. A bibliography on the topic appears on pages 328-329 of the *Review*.

WASHINGTON. OFFICE OF UNEMPLOYMENT COMPENSATION AND PLACEMENT. *Report on Experience Rating.* Olympia, Jan. 26, 1943. 71 pp. Processed.

Discusses the background and principles of experience rating, possible plans, and some results in the State of Washington.

## PUBLIC WELFARE AND RELIEF

"Analysis of the Social Data on New Applicants for Categorical Assistance Approved in Year Ended June 30, 1942." *Colorado State Department of Public Welfare Quarterly Bulletin*, Denver, Vol. 6, No. 3 (July, August, September 1942), pp. 7-12.

Includes data on home ownership by recipients of old-age assistance, reasons for dependency of children receiving aid, and other information on public assistance in Colorado.

BAER, AMELIA, and EAST, JANE. "Some Problems of Working Mothers." *The Family*, New York, Vol. 23, No. 10 (February 1943), pp. 386-391.

CLARK, WALLACE W. "Old Folks Welcome Employment." *Welfare Bulletin* (Illinois State Department of Public Welfare), Springfield, Vol. 34, No. 1 (January 1943), pp. 20-21.

The policy of the Illinois Division of Public Assistance toward employment of persons receiving old-age assistance.

DINKEL, ROBERT M. "Social Problems of the Aged; Based on a Study of Minneapolis and Jackson." *Sociology and Social Research*, Los Angeles, Vol. 27, No. 3 (January-February 1943), pp. 200-207.

EVANS, LOUIS E. "Merit Systems and Schools of Social Work." *Social Service Review*, Chicago, Vol. 16, No. 4 (December 1942), pp. 658-664.

*Informe del Gobierno de Venezuela al VIII Congreso Pan-American del Niño. Revista de Sanidad y Asistencia Social*, Caracas, Vol. 7, No. 5 (October 1942), pp. 593-693.

A comprehensive account of welfare services for children in Venezuela, presented to the Eighth Pan-American Child Congress.

KEISER, ROBERT L. "Deaths and Withdrawals Among Aged Recipients." *Public Welfare in Indiana*, Indianapolis, Vol. 58, No. 1 (January 1943), pp. 13-15.

Includes statistical data on trends and a comparison with the death rate for an industrial insurance group.

LANSDALE, ROBERT T. "Establishing Research as a Major Function of a Private Social Agency." *Social Service Review*, Chicago, Vol. 16, No. 4 (December 1942), pp. 641-649.

The work of the Institute of Welfare Research of the Community Service Society in New York.

"One Day With a Rural Public Welfare Worker." *Alabama Social Welfare*, Montgomery, Vol. 8, No. 1 (January 1943), pp. 7-8.

"Public Welfare in Alabama, 1939-1943." *Alabama Social Welfare*, Montgomery, Vol. 8, No. 1 (January 1943), pp. 2-3.

*Public Welfare; The Journal of the American Public Welfare Association*, Chicago, Vol. 1, No. 1 (January 1943). (Formerly *Public Welfare News*.)

This journal, greatly enlarged, succeeds *Public Welfare News*. The first issue includes "The Mobilization of Public Welfare Agencies for War Service," an account of the meetings in Chicago last December of the National Council of State Public Assistance and Welfare Administrators and of the National Council of Local Public Welfare Administrators.

**SHEPPARD, VIRGIL.** "Standards for Old Age Assistance." *Public Welfare in Indiana*, Indianapolis, Vol. 53, No. 2 (February 1943), pp. 10-13.

Presents in considerable detail the results of answers by 125 agencies in 44 States to an inquiry concerning the eligibility and amount of assistance granted in a hypothetical case involving "a typical aged person, living in the home of a son and daughter-in-law."

**U. S. TREASURY DEPARTMENT.** *Report . . . Showing the Status of Funds and Operations Under the Emergency Relief Appropriation Acts for the Fiscal Years 1935 to 1942, Inclusive, as of June 30, 1942*. Washington, 1943. 507 pp. Processed.

**VAN DRIEL, AGNES.** "Toward More Effective Social Work; Some Current Observations on Training." *Catholic Charities Review*, Washington, Vol. 17, No. 1 (January 1943), pp. 6-8.

**VAN DRIEL, AGNES.** "Training for Social Workers." *Tennessee Public Welfare Record*, Nashville, Vol. 5, No. 1 (January 1943), pp. 5-7.

**VICTORIA. AUSTRALIA. CHARITIES BOARD.** *Nineteenth Report . . . for the Year Ended 30th June, 1942*. Melbourne: Government Printer, 1942. 55 pp.

A report on hospitals, orphanages, and other institutions in the State of Victoria.

"What Is Happening to Alabama's Dependent Children." *Alabama Social Welfare*, Montgomery, Vol. 8, No. 1 (January 1943), pp. 6-7.

## HEALTH AND MEDICAL CARE

**BUSTOS A., JULIO, and VIADO G., MANUEL DE.** *Protection of the People's Health Through Social Insurance; Basic Ideas for a General Health Programme Derived From a Chilean Experience*. Montreal: International Labor Office, 1942. 20 pp. (Inter-American Committee to Promote Social Security, Santiago de Chile Conference, 1942.)

"California Physicians' Service and Henry Kaiser's Permanente Foundation." *Journal of the American Medical Association*, Chicago Vol. 121, No. 8 (Feb. 20, 1943), pp. 595-596.

**GOLDMAN, FRANZ.** "Medical Care for Farmers." *Medical Care*, Baltimore, Vol. 3, No. 1 (February 1943), pp. 19-35.

Medical care plans for Farm Security Administration borrowers. Discusses progress made and points out issues to be met in maintaining rural health plans.

**LOPES, HELVECIO XAVIER.** *Funcionalismo Medico ou Livre Escolha*. Rio de Janeiro: Jornal do Commercio, 1942. 21 pp. (Congreso Interamericano de Seguros Sociais, Santiago de Chile, 1942.)

Advocates the use by social insurance institutions of a system of physicians remunerated directly by the institutions, rather than the system of free choice. The conclusions are given in English.

"Medical Planning Commission; Views of Constituent Bodies on the Interim Report." *Supplement to the British Medical Journal*, London, Jan. 2, 1943, pp. 1-2.

Eleven medical groups appointed members to the British Medical Planning Commission, whose interim report appeared in June 1942. This article gives some views on the principal recommendations of the report as expressed by the constituent bodies, including the British Medical Association.

**MOUNTIN, JOSEPH W., and FLOOR, EVELYN.** "Distribution of Health Services in the Structure of State Government: Chapter VIII—Industrial Health Activities by State Agencies." *Public Health Reports*, Washington, Vol. 58, No. 2 (Jan. 8, 1943), pp. 33-58.

"New Zealand Medicine." *Medical Care*, Baltimore, Vol. 3, No. 1 (February 1943), pp. 72-79.

Three letters from New Zealand physicians giving varying opinions of the success of the medical care provisions of the New Zealand social security program.

**PETERS, JOHN P.** "The Quality of Medical Manpower." *Medical Care*, Baltimore, Vol. 3, No. 1 (February 1943), pp. 15-18.

Urges that "selection and allocation of medical personnel and facilities must be vested in some person or body aware of all the interests of medicine and public health."

**PLUMLEY, MARGARET LOVELL.** "Federal Aid to Hospitals; War-Time Assistance Under the Lanham Act." *Medical Care*, Baltimore, Vol. 3, No. 1 (February 1943), pp. 6-14.

**REBAGLIATI, EDGARDO.** *Efficacy and Economy of Medical and Pharmaceutical Benefits in Health Insurance Plans*. Montreal: International Labor Office, 1942. (Inter-American Committee to Promote Social Security, Santiago de Chile Conference, 1942.)

Includes a section on the work of the National Social Insurance Fund of Peru.